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ABSTRACT

This selection guide is written for school board members in Wisconsin and in other states where school boards have the major responsibility for selecting their chief administrator. The superintendent selection process has recently become complicated by a perceived lack of qualified candidates and the growing use of administrator recruitment consultants. Intended for school boards conducting their own search and for those employing outside sources, this guide provides a background perspective and is designed to help boards identify and develop administrative talent within the district and maximize retention of administrators making significant contributions. Chapter 1 asserts that societal change has immediate and long-range implications for school boards and for the superintendent's selection and role. Chapter 2 argues that societal change is demanding new visionary leadership for today's schools and society. Boards can use chapter 3 to assess their organizational effectiveness and readiness to create a situation ensuring superintendent success. Chapter 4 details how to recruit and select a new superintendent, and chapter 5 explains the board's role in continuing leadership support after hiring the superintendent. The guide has appendices containing a sample position profile, position descriptions, legal issues, and sample forms helpful in expediting the recruitment process. A partially annotated bibliography provides 51 references. (MLH)

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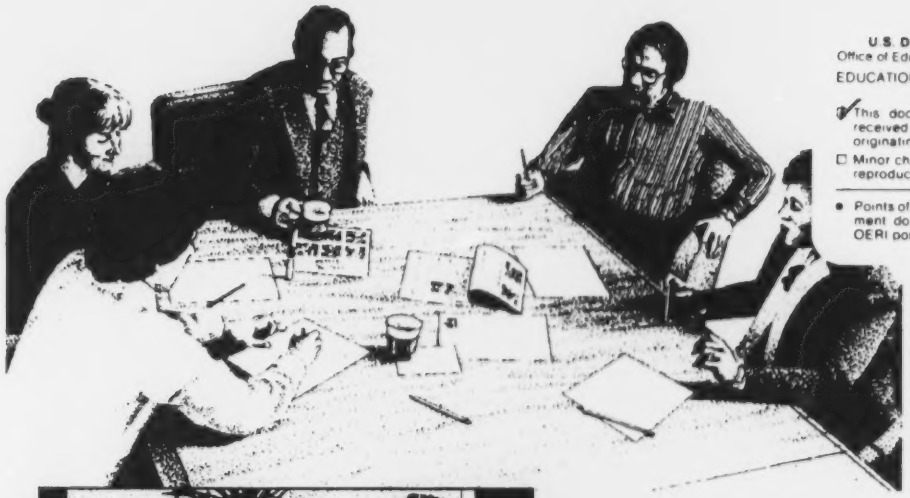

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The Wisconsin Administrator Selection Guide

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Foreword

A committee composed of representatives from the educational interest groups in Wisconsin, including school board members, district administrators, principals, teachers, personnel services staff, and higher education, met for more than a year to develop this selection guide for hiring a school district administrator (superintendent). Although excellent selection guides have been developed by various organizations in the past, I believe that this document is an advancement in the field because of its inclusiveness.

It successfully blends the necessary rationale and cautions concerning the hiring process with a step-by-step approach to getting the job done. In the process, school board members should acquire a greater sense of their role as board members and a clarity of the mission and goals of the district and that of the chief administrator.

The educational establishment is suffering from a lack of support like never before in our history. Some of the criticism probably is deserved, and some certainly is not. Whether justified or not, the times require unprecedented visionary leadership if we are to improve opportunities for our students and regain the confidence of the citizenry. This guide should help provide the opportunity to select an administrator who can provide that kind of leadership.

I thank and commend the committee members for their efforts. I believe that our children will ultimately benefit from the careful selection of the leaders that this document facilitates.

Herbert J. Grover
State Superintendent

Preface

This selection guide is written for school board members in Wisconsin and, indeed, for all states where local school boards have the major responsibility for selecting their chief administrator (superintendent). For purposes of this guide, hereafter the term superintendent shall be used for district administrator.

Selecting a superintendent has always been an important decision for the future of a school district. Increasingly, the selection process has become more complicated because of a lack of sufficient applicants or because of the absence of qualified or quality candidates. Explanations for the lack of qualified candidates start with the fact that early retirement plans have caused greater turnover than in the past. There is conjecture that the increasing demands and pressures on administrators make the job unattractive to principals and other middle management people. The principal position has traditionally been the talent pool for the superintendency. However, the recent salary compression between teachers and principals has created a disincentive for entering the principalship, resulting in a greatly depleted pool of highly qualified and competent candidates.

This perceived or misperceived lack of talented candidates has led some school boards to abandon conducting searches on their own, turning to consultants who specialize in administrator recruitment. This guide is designed for school boards that will conduct their own search as well as for those who will employ an outside source.

The guide does not begin or end with the recruitment or selection process. It is designed to help school boards identify and develop administrative talent within the district and to maximize their chances to retain administrators who are making significant contributions to the district. Although this guide can be read selectively and could be used as a step-by-step procedure, it was assembled to give a background and perspective to the selection process. Thus, school boards will be able to select the best process and candidate for their situation and school district.

Chapter One states the case that societal change has immediate and long-range implications for school boards and for the selection and role of the chief administrator in the school district. Chapter Two argues that the imperative growing out of societal change is that new visionary leadership is necessary to lead school districts. Both management and leadership are needed in today's school and society.

Boards can use Chapter Three as a means to assess their organizational effectiveness and their readiness to create an optimal situation for the success of a superintendent. The chapter provides information on how to organize more effectively in preparation for the recruitment process. Effective organization helps the board communicate its purpose to prospective superintendents and makes the district more attractive to quality candidates.

Chapter Four is a detailed account of how to recruit and select a new superintendent. Chapter Five explains the board's role in continuing leadership support after the superintendent is hired. The guide is supplemented by appendixes that include a sample position profile, position descriptions, legal issues, and sample forms helpful to expediting the recruitment process.

An annotated bibliography provides extensive, additional references and resources to complement the entire process.

Acknowledgments

The Wisconsin Administrator Selection Guide (WAG) Committee was appointed by State Superintendent Herbert J. Grover in June 1989. Representatives from various educational interest groups were sought for the balance of input. The following committee members were charged with developing a practical document that could be used by those charged with selection of their school administrator/superintendent.

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Chapter 1
Societal Change: Implications for School Boards and the Superintendency

We are entering one of the most crucial phases in our history. Changes are occurring so rapidly we have little time to adjust to them, much less plan for them. The countless social and educational issues our country and our schools will need to address range from local choices to global imperatives.

Issues in the 21st Century

Population Patterns

The nature and degree of population shifts will have a significant impact on educational decisions. The United States population will continue to increase to approximately the year 2050, when it will level off at slightly more than 300 million, a 50 million increase over the population in 1990 (see Table 1). Following are demographic predictions from the National Center for Education Information that will affect educational decision making well into the next century. They indicate a changing student as well as changing constituencies.

- The population of 5- to 17-year-olds will show small increases until 2000, then will decrease until 2050.
- The population of 18- to 24-year-olds will decrease from 10.3 percent in 1990 to 8.3 percent in 2050; a corresponding decrease will occur in the 25- to 44-year-olds.
- The population of 45- to 64-year-olds will increase from 18.6 percent in 1990 to 27.5 percent in 2010, with a drop to 24 percent in 2050.
- The population of 65-year-olds and older will increase from 12.7 percent in 1990 to 21.8 percent in 2050.

Table 1
Total U. S. Population by Age Group, 1960 to 2050
(in thousands)

Age Groups	Past Years						Projected Years			
	1960	1970	1980	1985	1986	1987	1990	2000	2010	2050
Total U.S. Population	180,671	205,052	227,738	239,283	241,596	243,915	249,657	267,955	283,238	309,488
5-17 years	44,184	52,596	47,223	44,975	45,143	45,291	45,139	49,764	46,870	47,183
%	24.4	25.6	20.8	18.8	18.7	18.6	18.1	18.6	16.5	15.2
Less than 18 years	64,525	69,762	63,687	62,992	63,271	63,543	64,337	67,390	64,844	64,846
%	35.7	34.0	28.0	26.3	26.2	26.0	25.8	25.1	22.9	21.0
18-24 years	16,128	24,711	30,345	28,749	27,973	27,337	25,794	24,601	27,655	25,683
%	8.9	12.0	13.3	12.0	11.6	11.2	10.3	9.2	9.8	8.3
25-44 years	47,140	48,474	63,488	74,076	76,127	77,897	81,376	80,158	73,750	77,227
%	26.1	23.6	27.6	30.9	31.6	31.9	32.6	29.9	26.0	25.0
45-64 years	36,203	41,998	44,510	44,931	45,052	45,303	46,453	60,885	77,794	74,319
%	20.0	20.5	19.5	18.7	18.7	18.6	18.6	22.7	27.5	24.0
65 + years	16,675	20,107	25,709	28,536	29,173	29,836	31,697	34,921	39,195	67,411
%	9.2	9.8	11.5	12.0	12.1	12.2	12.7	13.0	13.8	21.8

SOURCE: Compiled by the National Center for Education Information. Basic data from the U.S. Bureau of the Census.

Note: In the Census Bureau's middle series projections, the rate of U.S. population growth during the 1980s was less than in any previous decade except the 1930s. After 1995, the population will grow more slowly than ever before. After 2050, the rate of growth will be virtually zero.

Ethnic Shifts

Ethnic shifts among our constituencies will affect educational decision making. Our population is becoming increasingly more diverse. In 1985, 28 percent of children in the United States were designated as minorities. By 1990, this figure increased to 29.7 percent. By the year 2000, forecasts are for 32.7 percent minorities and, by the year 2050, 43 percent.

School boards continually will be challenged to understand the values, beliefs, and needs of this changing population. Curriculum, instruction, and program planning will be greatly influenced as the ethnic composition of our communities and our schools changes. (Children's Defense Fund, *SOS America!*, 1990, p. 150)

Work Force Changes

Work force changes also will affect educational systems across the country as we enter the 21st century. By 1995, there will be six million fewer 18- to 24-year-olds than there were in 1980. In 1980, they were 13 percent of the total population; by 1995, they will be only nine percent of the total population. Not only will there be fewer people entering the work force, but there is concern that the growing skills shortage businesses now experience will continue to grow.

Research by the National Center on Education and the Economy found many businesses complaining about the quality of job applicants. However, few of these businesses spoke about a lack of educational skills. There was little evidence that a more educated work force was necessary. The businesses questioned were unable to find young people who were reliable and presentable and who could communicate well on the job. Thus, the challenge of our schools in the 21st century will be to instill in the nation's young people the attitudes and social manners that are needed in an advanced industrial nation.

At-Risk Factors

The nature of our school children and their family structure is changing drastically. When applied to the population and ethnic statistics above, it suggests schools will be serving a large number of at-risk students.

By the year 2030, one in three, or 25 million, American children will be poor—about double the number today. Today, one in five American children has a single parent, and one child in five is poor. By the year 2000, one in four will have a single parent, and one in four will be poor.

In the year 2000, 20 percent of all 20-year-old women will be mothers, and 80 percent of them will not be married. Only 60 percent will have high school diplomas, compared with 90 percent of their peers who are not parents—at a time when businesses require better work and basic skills. (Basic-skill level and poverty are the primary predictors of teenage parenthood.) If the proportion of young families headed by single parents continues to rise at the pace of the past two decades, only three of every five young families will be headed by a married couple in the year 2000.

Additional at-risk factors facing decision makers and planners in the 21st century will include the following:

- Every eight seconds of the school day, an American child drops out (552,000 during the 1987-88 school year).
- Every 26 seconds of each day, an American child runs away from home (1.2 million a year).
- Every 47 seconds, an American child is abused or neglected (675,000 a year).
- Every 67 seconds, an American teenager has a baby (472,623 in 1987).
- Every seven minutes, an American child is arrested for a drug offense (76,986 a year).
- Every 30 minutes, an American child is arrested for drunken driving (17,674 a year).
- Every 36 minutes, an American child is killed or injured by guns (14,600 a year).
- Every 53 minutes, an American child dies because of poverty (10,000 a year). (Children's Defense Fund, *Children 1990: A Report Card Briefing Book and Action Primer*, 1990, p. 3)

Implications

The significance of such data and its impact for school planning will be tremendous. As people adjust to this rapidly shifting society, they look to their schools to make considerable changes to provide leadership in meeting the challenge of preparing educated, productive, and successful citizens.

Educators are beginning to address the above issues, and reports are emerging under such titles as "School Reform," "School Restructuring," and "School Revisioning." However these issues are formulated and from whatever corner of the community they arise, successfully meeting the challenges they present will require changes in the educational system to meet corresponding changes in society. As educational leaders continue to raise significant questions related to educational reform, they need to consider the following factors which explain why many restructuring efforts have met with minimal success:

- We have been slow to recognize either the extent or quality of the widespread demographic changes in society and in our school population.
- Recommended changes have operated under the false premise that change itself is a static process—that is, one grand scheme will suffice to modify educational programming for years to come. We must realize that constant change will require constant readaptation of our responses to that change.
- Recommended solutions to educational problems usually are applied to specific educational levels. Little attempt is made to develop a continuum of services that applies across educational levels.
- The public is generally unable to understand that society's problems are interrelated, that what happens in Chicago affects rural Wisconsin, or that the destruction of Amazon rain forests affects us all.

- We are reluctant to view educational planning as including site-based components involving teachers, business, industry, government, and the community as a whole.
- We have not accepted the premise that planning must be backed by fair, imaginative, flexible, and realistic financial support at all governmental levels.

Summary

In the next 50 years our population increasingly will be older, more dependent, more ethnically diverse, and more at-risk. These factors will have enormous consequences for our entire social and economic structure. As school boards begin to tackle these formidable challenges, they should realize that our schools have a tremendous burden, that as board members they will need courage and wisdom, and that they must seek out superintendents who are *leaders* to administer their schools.

Although each school board will personalize its search process to fit its needs, the above implications are basic to any process. A board's primary responsibilities include defining a leadership goal for the district, establishing policy, and planning programs to accomplish that goal. The first and most important of these processes is to hire an outstanding administrative leader.

Chapter 2
The Leadership Imperative: A New Vision

"Leaders are those who best know how to release creative talents of those with whom they work."

Barbara Kellerman
Leadership: Multidisciplinary Perspectives, 1984

"Leaders have a significant role in creating the state of mind that is the society. They can serve as symbols of the moral unity of the society. They can express the values that hold the society together. More important, they can conceive and articulate goals that will lift people out of their petty preoccupations, carry them above the conflicts that tear a society apart, and unite them in the pursuit of objectives worthy of their best efforts."

John Gardner
On Leadership, 1989

A school board's single most important task is the selection of a superintendent, the district's leader. Although no single definition of leadership exists, most agree that they encounter leaders in every aspect of their daily lives. There are church leaders, civic organization leaders, corporation leaders, school leaders, and society leaders. However, not all leaders come in the same packages. In selecting a school leader, those involved in the selection process must keep in mind that it is a matter of style and fit. Any change in leadership will result in some change in the organization. What must be decided by the selection committee is the desired degree and direction of change and who is best suited for the task.

What is a Leader?

Leaders have visions of what might be. They look around them, observe what is and, with creative insight, conceive how things might be

better. They are innovative and results-oriented. They have an agenda and focus their attention on goals.

Leaders are committed to the organization's goals and its people. They are able to clearly and enthusiastically communicate not only their understanding of and belief in the organization's goals but also demonstrate a confidence in the abilities of those associated with them to cooperatively achieve those goals. They are able to give meaning not only to the ideas but also to the people who will be directly involved in the development and implementation of the ideas. A superintendent, like a coach, may develop a great game strategy, but without the support of a team that understands the strategy and a belief that both the strategy and the team are winners, there will be no action and no victory. Leaders have the ability to convey a sense of purpose and mission. They bring about the best in those with whom they work.

Leaders manage the organizational culture. In recent studies of effective organizations, the focus has been on the leader's ability to establish and use an organizational culture that supports high performance and excellence. Used in this context, "culture" refers to the shared understanding of what is important to an organization, what the organization stands for, and what it takes to be a fully contributing organizational member. "Culture describes the way things are. It provides the contextual clues necessary to interpret events, behaviors, words, and acts—and gives them meaning .... Culture defines what is true and good." (Corbett, Firestone, and Rossman, 1987, p. 37)

Thus, the leader's task is more than managing the organization's resources: its finances, buildings, programs, and people. It is creating a shared vision of what is important and using that shared vision to achieve excellence. That shared vision grows out of the values of the people in the culture (or district). Leaders have their own sense of values, recognize the values of others in the organization and the community, and elicit a shared vision based on those values. Leaders then work cooperatively with everyone in the organization to make that vision a reality.

Leaders are more than managers. Most leadership studies differentiate between leadership and management. "Managers are people who do things right and leaders are people who do the right thing." (Bennis and Nanus, 1985, p. 21.) Managers are those who have the ability to see that routine tasks are accomplished; they understand the organizational blueprint, the hierarchy of authority, and they can efficiently carry out the organization's functions. Leaders move beyond the routine tasks and understand that the organization is more than a blueprint, more than a schedule to be maintained. Leaders are the pulse of the organization. They are the motivating spirits, the catalysts who stimulate innovation, creativity, and drive in others to move beyond simply being efficient—to being effective organizational contributors.

Leaders strive for excellence. A leader's vision encompasses a belief and desire for excellence. According to Peters and Waterman, the domi-

nant values of excellent companies—easily transferable to school organizations—include the following basic beliefs:

- being the "best"
- the importance of the details of execution, the nuts and bolts of doing the job well
- the importance of people as individuals
- superior quality and service
- that most members of the organization should be innovators, and its corollary, the willingness to support failure
- the importance of informality to enhance communication (Peters and Waterman, 1982, p. 285)

Leaders foster a sense of trust. Trust is an element crucial to effective organizational operation. The key components involve constancy, reliability, and accountability. People in the organization are encouraged to take risks; their opinions are valued, and their contributions recognized.

Leaders are team builders. To tap the creative talents of everyone in the organization, leaders recognize the value and need for team building. According to Sandra Hirsh of Hirsh Consultants of Edina, MN, effective teams

- work toward common goals.
- recognize that individual behaviors affect the team.
- have an informal, comfortable, dynamic atmosphere.
- have high productivity.
- take pride in their achievements.
- readily accept feedback.
- are cooperative rather than competitive.
- have policies that govern fairly, consistently, and are subject to change.

Hirsh goes on to state that to develop and lead effective teams, the leader must recognize that people

- are concerned about themselves, their image, and what others think.
- crave recognition and confirmation that they are valued and have worth to others.
- do not want to be constantly evaluated and judged.
- want a say in their destiny.
- are attracted to those who contribute to their positive self-image.

Leaders are reflective. It is not possible to fully understand the concept of leadership without focusing on the leader as an individual. Effective leaders know their strengths and weaknesses. They have the ability to use their strengths wisely, and they continually work to overcome their weaknesses. They are intelligent and persistent; they are willing to take risks; they know how to cope with both success and failure; and above all, they are seekers. According to *The Lessons of Experience* by Morgan W. McCall, Jr., Michael M. Lombardo, and Ann M. Morrison, leaders possess skills in three general areas.

Adaptability	Molding Teams	Self-Awareness
are resourceful	lead (not boss) subordinates	are willing to understand and accept
do whatever it takes	set developmental climate	build and maintain relationships
are a quick study	confront problems	have compassion and sensitivity
	are team oriented	are straightforward and composed
	hire talented staff	balance personal and professional
		put people at ease
		are flexible and able to manage paradox

Leaders are lifelong learners. They seek growth not only for themselves, but they encourage, acknowledge, and reinforce it in others in the organization. In a society of continuing change, self-knowledge, flexibility, and the pursuit of growth and understanding are essential.

What are a Leader's Tasks?

When choosing a leader, selection committees also might address the candidate's view of and means to attain some of the following leadership tasks as outlined by John Gardner:

Envisioning goals: Leaders perform the function of goal-setting in diverse ways. Some assert a vision of what the group can be at its best. Other leaders point toward solutions to problems. Still others, presiding over internally divided groups, are able to define overarching goals that unify constituencies and focus energies.

Affirming values: Not only leaders of the society at large, but leaders of organizations and groups must concern themselves with the affirmation of values. They do so not only in verbal pronouncements but in the policy decisions they make, the kinds of people they surround themselves with and the way they conduct themselves.

Motivating: Leaders do not normally create motivation out of thin air. They unlock or channel existing motives. They create a climate in which there is pride in making significant contributions to shared goals.

Managing: Leaders address those aspects of leadership that one might describe as managing—planning and priority setting; organizing and institution-building; keeping the system functioning; agenda setting and decision making; and exercising political judgment.

Achieving workable unity: Leaders must deal with both external and internal conflict. Today they live in a world of interacting, colliding sys-

tems. Under the circumstances, all our leaders must spend part of their time building community, dealing with polarization, creating loyalty to the larger venture.

Explaining: Leaders teach. Teaching and leading are distinguishable occupations, but every great leader is clearly teaching—and every great teacher is leading.

Serving as a symbol: The leader is inevitably a symbol . . . of management.

Representing the group: A distinctive characteristic of the ablest leaders is that they do not shrink from external representation. They see the long-term needs and goals of their constituency in the broadest context, and they act accordingly.

Renewing: We are buffeted by events over which we have no control, and change will occur. The question is, will it be the kind of change that will preserve our deepest values, enhance the vitality of the system, and ensure its future? (Gardner, 1990, p. 11)

Summary

Effective leaders can be identified. Whether they are corporate leaders, baseball coaches, or superintendents, certain characteristics appear to be universal. Leaders are people with an understanding of what is and a vision of what might be. They have a commitment to the organization's goals and have the ability to communicate those goals to their various constituencies. They have respect for the abilities of their employees and foster a "can do" attitude. They are confident, credible, consistent, and trustworthy. Leaders possess a solid foundation of knowledge about their work, but knowing that we live in a world of rapid change, continue their pursuit of understanding. They are creative and innovative, and they are catalysts for change.

Recognizing that any change in leadership will result in changing the organization, those involved in the selection process should reflect on their vision for their district. What leadership style will best complement the existing school environment: or, if a change in the school environment is desired, what type of leader can most effectively facilitate that change? Once the desired leadership style and role are identified, the board needs to address how best to identify the person.

In most instances the individual's accomplishments are among the best predictors of what he or she is likely to do in the future. Selection committees might look for evidence of the candidate's ability to create a vision of what the school or school district can become and the ability to bring that vision to reality. Previous employers and co-workers can provide specific examples of how the candidate establishes organizational goals and how that person enlists the support of others in implementing programs designed to achieve the goals.

Board members also should remember that the candidate will be interviewing them at the same time they are interviewing the candidate. A leader will look for high expectations from the board as well as an atmosphere of trust and freedom that allows for creativity and leadership. A leader will take chances and stir things up in order to move the organization to greater effectiveness; a leader will inspire dedication and high energy in staff; a leader occasionally will get out in front of the board in the pursuit of excellence. A desirable candidate will be looking for evidence that this style will not only be tolerated but will be encouraged and rewarded.

It was once thought that leaders were born, not made. This is a myth. Leadership skills can be taught and learned. In an environment that values and supports leadership, those skills will be put into practice for the betterment of the individual and for the school district.

If a school district genuinely desires and pursues effective leadership, it is incumbent upon that district to act in a manner that reflects, values, supports, encourages, and rewards the enhancement of leaders and the leadership team. Board members then will be moving toward accomplishing their mission of providing the best education possible for their district's children.

Appendix B discusses the development of a position profile and the job description. Boards are encouraged to reflect on those qualities and characteristics of a leader as they develop the profile and description so they reflect leadership descriptors.

Chapter 3
Board Functions: Indicators of Effectiveness

Upon election, all school board members become officers of the state, bearing the responsibility to carry out the duties delegated by the state. As elected officials of the community, they represent various perspectives of their constituencies. And, as individuals, they bring to the board their individual philosophies, knowledge, skills, and personal judgment. Aligning individual perspectives with community interests that also are in accordance with laws and regulations becomes a difficult task for the board as a whole and for individual board members. It is critical that board members learn to work collectively to make well thought-out, comprehensive decisions that will guide their district.

Setting Policy

The school board's primary duty is to establish policies that will guide the district and its employees through daily operations. Members have an obligation to know Wisconsin school law and appropriate federal legislation. They are morally and legally responsible to see that the laws are followed and that all students within the community receive a quality education. The Wisconsin Association of School Boards states in its "Opportunities Unlimited" publication that "the general rule is that the school board *establishes* policy and the administrator *executes* policy."

The board is expected to determine the general scope of the instructional program, set policies affecting students, approve and adopt an annual budget, and develop policy pertaining to the district's facilities. One of the board's most significant functions is hiring the district employees who will carry out the board's policies.

Planning

Establishing policy is closely related to the board's responsibility for long- and short-range planning. Wisconsin school law requires a performance disclosure report be adopted annually. This report must include district and school-level goals and objectives, student expectations, progress reports, and achievement test results. Many districts also engage in strategic planning, which requires continual monitoring of policies and programs as new issues emerge and local needs are re-evaluated.

The foundation for all planning is the mission statement which sets the district's direction and drives the decision-making process. That mission statement should be developed out of the shared values and educational

beliefs of the school district and the community. It is important for boards to have an accurate picture of internal and external conditions as they develop their mission and subsequent policies. Of course, this also is especially important as they choose a district leader. A board might engage in a district and community assessment to gain an understanding of those beliefs and values and to ascertain the condition of the school and community.

Affirming the District's Direction

Assessment begins with the board's establishment or review of the district's mission statement and related goals and objectives. Having an established mission statement and accompanying goals not only drives district decision making but also will serve as a selling point for the district with prospective candidates.

Many school districts already have developed mission statements during their planning process. Others have identified goals and objectives and set a direction as they seek to meet state standards. For those districts, the task at the onset of the administrative selection process is to review the mission statement or goals and objectives. In one or two meetings, the board can examine whether its mission is current.

Mission Statement. A mission statement is the fundamental starting point as a district plans for the future. It is a concise declaration that represents the district's philosophy and belief system. It tells what the organization is—what it stands for—and it should be the driving force through which all decisions are screened and against which all policies are measured. Mission statements may vary in length and complexity, but all are idealistic and guide the district toward attaining its stated purpose. For example,

> The mission of the _____ School District is to provide a safe and healthful learning environment where all children can develop their individual abilities to the fullest.

> The mission of the _____ School District is to educate the whole student by developing his/her attitudes, knowledge, and skills to survive in an ever-changing global society by providing a qualified and dedicated staff.

Goals and Objectives. Once a mission statement is developed, the board is able to take the next step in the planning process—developing goals and objectives that contribute to attaining the mission. Goals are broad statements that describe desired outcomes. The following are examples of goals:

- To improve the safety of the elementary buildings
- To increase individualized learning opportunities for all students

Objectives are specific statements that describe how goals will be accomplished and how progress toward attainment will be measured. The following are examples of objectives

- To complete safety inspections of all elementary playgrounds by October 1991
- To offer advanced placement courses in English and science to qualified students in 1991-92

For districts that have not formally developed a mission statement, the need to select a superintendent may serve as an exciting opportunity to develop one. The process of developing the mission is not arduous, but it includes gathering information from many sources and involving the school's various constituent groups. The following are possible questions to consider when developing or fine-tuning a mission statement:

- Does the mission statement reflect the direction we wish the district to go?
- Are the mission statement, goals, and objectives consistent?
- Does the long-range plan lead toward further reinforcement and implementation of our mission?
- Is the mission statement still prized and valued by staff and constituents?

External Assessment

Community input is vital as school board members review the mission and goals of their schools. This input is obtained partially through external assessment. Input regarding concerns from other community sources that affect the schools also should be identified. These concerns include changing demographics, neighborhood issues, program concerns, resource needs, facility needs, and other community issues as they emerge. The following are some questions to consider when doing an external assessment:

- What are the most important issues currently facing our community?
- What is the community's position on these issues?
- What is the impact of these issues on our decision making?
- What are local trends?
- What implications do these trends have for our planning?
- What are the community's future needs?
- Do district goals reflect community needs, trends, and goals?

An external assessment will not only clarify community concerns but will make the board aware of the size, characteristics, and intensity of the community's interest in particular issues. Assessment provides the board with the opportunity to identify the concerns of various community constituent groups and address them in their planning. It assures that school missions and goals are consistent with community needs and desires (see Appendix A, Sample A1).

Internal Assessment

School planners will want to incorporate data collected from external sources with data collected internally. Board, staff, and student concerns about values, purposes, curriculum, resources, space, and priorities should be identified and addressed. The following are specific questions to consider when doing an internal assessment:

- What are our schools' strengths?
- What are the critical issues affecting our schools?
- What changes are necessary to improve our organization?
- What should be our mission?
- What does the community think our mission should be?
- How do we share our mission with staff and community?
- What are our desired student outcomes?

Deliberate planning by the board is essential for operating a dynamic and comprehensive educational program. A systematic means for assessing issues and needs both internally and externally—with provisions for monitoring, evaluating, and revising the school programs—will assist school leaders in governing effective, successful schools (see Appendix A, Sample A2).

Assessment Strategies

Using formal and informal assessment techniques and involving school and community representatives will assist the board in writing a unified mission statement, developing appropriate goals and objectives, and addressing community and school district needs.

Formal Strategies. Formal assessments include surveys and interviews conducted by mail, by phone, or in person and are done by random sampling of identified groups within the community. Random sampling may assure that the findings are trustworthy and serve as reliable estimates of school issues of major concern to the community.

Informal Strategies. Informal assessments include town meetings, focus-group interviews, staff input, or analysis of daily issues. These methods allow for the most flexibility but are the least reliable. Informal assessment may produce biased data because the most "pressing" issue identified may be an issue to only one person or a few vocal individuals.

The most useful and reliable assessment methods include a combination of formal and informal strategies. For example, a board may hold a town meeting and also take a random survey by mail on a given issue. These methods need not be complicated to be successful. Timing is most important in any assessment because the findings can become outdated within a short time because of changing conditions in the community. Assessments should, therefore, be conducted regularly to ensure up-to-date information.

Whatever methods a board uses to assess the needs and desires of the community, these processes should become a routine, integral part of monitoring the mission, goals, and programs the board governs.

Board Evaluation

As outlined above, establishing policy, planning, and directing the course of the district are essential duties of the board. To monitor its progress and examine its effectiveness, a board should have a system for self-evaluation (see Appendix A, Sample A3).

Self-evaluation of the full board is a challenging process, however, a regular self-evaluation makes the board more accountable for its performance. It helps members gain an understanding of individual interests which, in turn, helps to create a balance between special interests and overall district interests. Although special interest groups may successfully elect members to the board, it is the board as a whole that determines the direction the district will take. Self-evaluation assists with developing good communication skills, resolving differences of opinions, and creating a team approach to school governance.

Most self-evaluation instruments contain items related to the way the district operates, the board's relationship to the community and to school personnel, board members' relationships with each other, and the ability of the board to govern as a whole. Although the primary purpose of evaluation is to improve board performance, when used regularly, evaluations often become tools for planning. When the board's strengths and weaknesses are clearly identified, members can focus on those strengths and weaknesses during the planning process.

The Institute of Educational Leadership (as reported in WASB's December 1989 issue of "The Focus") suggests that school boards keep in mind the following basic considerations when developing board self-evaluation standards:

- Evaluate areas that are appropriate to the policy-making functions of the board
- Evaluate areas that can be evaluated—those areas for which demonstrated evidence can be provided
- Take into consideration existing board policies and school district regulations
- Include adopted board goals and objectives, if appropriate
- Evaluate performance on issues and areas of importance to the board.

As boards develop self-evaluation procedures, they might refer to the following indicators of board effectiveness offered by the Institute of Educational Leadership. An effective school board

- provides leadership for public education and is an advocate for the educational needs and interests of children and youth.
- works to influence policies of state and local governmental bodies and other organizations whose decisions affect children and youth.

- seeks and responds to many forms of parent and community participation in the school district.
- has a comprehensive program for communication with its various constituencies, including policies and procedures for working with the media.
- encourages and respects diversity, deals openly and straight forwardly with controversy within the board and the community and follows democratic decision-making processes.
- uses strategic planning to set educational goals and determines the means of accomplishing them.
- works to ensure an adequate flow of resources and achieves equity in their distribution.
- establishes and follows policy to govern its own policy-making responsibilities.
- exercises continuing policy oversight of education programs and their management, drawing information for this purpose from many sources and knowing enough to ask the right questions.
- establishes and implements procedures for selecting and evaluating the district administrator.
- recognizes the dilemma of distinguishing policy from administration and periodically clarifies these separate areas of responsibility in consultation with the district administrator.
- promotes constructive relations with its employees and works to create conditions that enhance productivity.
- establishes clear expectations for the conduct of its members.
- establishes and follows policies and procedures to manage its own operations.
- has procedures for self-assessment and invests in its own development, using diverse approaches that address the needs of the board as a whole, as well as the individual board members. ("The Focus," December 1989, p. 2)

Summary

The public sector has been increasingly concerned with accountability. Because of the tremendous responsibility of educating our youth and fostering our democratic values and commitment to economic and social freedoms, schools are under more public scrutiny than any other social institution. In the midst of this scrutiny and divergent opinions, local school boards must remember that their foremost obligation is to provide the best possible learning environment and educational experiences for tomorrow's adults. Mindful and conscious inclusion of assessment strategies will assist boards in setting policy, planning, and monitoring school progress. Further, a sound board evaluation procedure will assist members in assessing their performance and will provide a mechanism for change and growth.

Chapter 4
Finding a Leader: A Selection Process

This chapter will address the processes involved in selecting a district's leader: planning for recruitment, screening, interviewing, selection, and orientation. Some preliminary activities may be necessary in the planning process to develop a *position profile* for the superintendent. The profile specifies necessary knowledge, skills, abilities, and preparation of an effective administrator (see Appendix B, Sample B1). The specific phases of the hiring process which follow are taken in part from the Wisconsin Association of School Boards' *A Comprehensive Planning Model for the Search and Employment of the School District Administrator*.

Phase I: Planning for Recruitment

The first and most critical step in selecting a superintendent may be called the pre-recruitment phase, which involves the development of a systematic procedure or plan. There is absolutely no substitute for this important element. Quick decisions, loose directions, and unclear procedures all too often end in disaster for the board and the superintendent it chooses. In this pre-recruitment stage, the board may consider

- reviewing the district's mission, purpose, and goal statements. The replacement of a superintendent provides an opportunity for the board to examine its goals and to review and reorder district priorities. It sets the stage for change if change is needed. It is a natural time for the district's philosophy, image, or educational perspectives to be re-examined.
- clarifying desired student outcomes. The direction the board wishes to set for the district's students requires a review of student expectations, desired experiences, and achievements necessary for functioning in a complex society.
- identifying district needs. The board may wish to consider whether the district needs revitalization and innovation. Are there priority programs or initiatives that must be addressed?

Having reviewed their stand regarding these issues, board members should be ready to establish a position profile and job description for the superintendent (see Appendix B).

Position Profile

A position profile will set forth the essential knowledge and skills required for the job. These requirements should reflect the district mission, vision, and needs. Once board members have specified what they believe

the superintendent must know and have the ability to do, they can extend this "profile" to include desirable experiences, management style, personal traits, and communication skills. By connecting these desired characteristics to essential skills and abilities based on local needs, the board can solidify its vision of the person who can most effectively lead the district. Consideration of nontraditional experiences and personal traits are important in avoiding stereotypes and ensuring greater equity.

The board may wish to seek input from key interest groups—community leaders, district staff, parents, and students—regarding their desires.

Job Description

After the position profile has been established, a job description specifying the superintendent's essential roles and responsibilities must be developed (see Appendix B). The criteria set in the position profile and job description will serve as a benchmark in the selection process and can be included in the board's recruitment efforts.

It is not too early for the board to keep a record of its pre-recruitment activities. Vigilant documentation throughout the board's hiring process will greatly assist its compliance with state and federal mandates guiding employment practices (see Appendix C). Such recordkeeping might include the following:

Postings	Inquiries	Applications
where sent	date received	date stamped
when sent	name recorded	name/filed
due date	written or by phone	envelope saved
	date application sent	materials complete
		other comments

Phase II: Recruitment

The board must determine the procedures it will use in the recruitment process (see Appendix C). Initial attention must be given to necessary procedures such as establishing timelines, specifying tasks, assigning tasks, and identifying budgetary considerations such as postings, brochures, printing, mailings, travel reimbursement, and consulting fees. These procedures also should describe how the community and media will be informed during the process.

Consultant

Many boards find it helpful to employ one or more consultants to assist them in selecting a superintendent. Consultants can help the board determine what qualifications the superintendent should possess, identify candidates who meet the board's criteria, and screen the original list of appli-

cants for the most promising candidates. Each local board must decide whether to employ a consultant or to continue the search on its own. Both methods have proven successful and effective. In either case, the final decision to employ the superintendent must remain with the board.

Consultants can provide the board with outside objectivity. Some cautions may be in order, however. The board will need to clearly specify what it wants from a consultant, including the amount of time involved. A consultant's role could be limited to assisting the board with preliminary planning procedures. Or, a consultant may take on a more comprehensive role throughout the process.

In hiring a consultant, boards should be aware that some firms may have a pre-determined roster of clients seeking administrative positions. The board must be diligent in ensuring a diverse and sufficient pool from which to make its selection. If the board is considering employing a consultant, it may wish to ask for a description of the services offered by each prospective consultant. Board members should select carefully to ensure the consultant's services fit their needs. They must further specify what they will or will not delegate to the consultant.

Posting/Notice of Vacancy

In developing the notice of vacancy (see Appendix B), the board must ensure that the content is succinct. It should clearly state the position title, should briefly outline salary and benefits, and should specify directions for completing the application and application deadlines. Timelines necessary for equal access to all applicants must be considered.

The board will want to consider the scope, sequence, and method of the posting process. This should include who will be notified, when they will be notified, and in what manner they will be notified. Some district's contracts include language that requires an initial internal posting.

The board is encouraged to give full consideration to qualified local candidates but is cautioned in limiting the selection to local candidates. Obtaining the best person for the job, whether that person is in the system or employed elsewhere, is the district's goal. If there is an outstanding candidate ready to step into the position from inside the district and who meets the identified needs of the board, undertaking a major search will not be necessary. It is costly and may be viewed as a charade. The decision to hire from within is a delicate one. On one hand, the board must be sensitive to provincialism, complacency, stagnation, and local politics. On the other hand, boards should reward superior service with promotion to maintain staff enthusiasm. A factor that must be carefully watched, particularly when hiring from within, is the existence of federal guidelines concerning the promotion of women and minorities. Legal counsel may be needed concerning this issue.

For external postings, the board may consider advertising with other school districts, higher education placement offices, knowledgeable university staff members, state education agency employment listings, and state and national professional organizations and educational publications.

These and other organizations and individuals may be possible sources of qualified applicants.

The board or its designee will need to review the requirements of each organization and publication in order to ensure sufficient time to include the district's superintendent vacancy in the publication. All notices should allow for adequate turnaround time for qualified applicants to respond to the posted application closure date.

Public Relations

A brochure describing the position, the selection process, the school district, the district's instructional programs, and the community is an important component in advertising the vacancy (see Appendix B). An attractive, finely tuned brochure will provide potential applicants with necessary information related to the position, and it also may encourage others who are highly qualified and might not be motivated to respond to a generic posting.

Other Sources

If a limited pool or concern for the type and quality of applicants exists, the board may wish to secure the assistance of the Department of Public Instruction, the Wisconsin Association of School District Administrators, the Wisconsin Association of School Boards, placement agencies, and individuals in colleges and universities who are qualified to recommend candidates for the position. Individual invitations to prospective applicants may be needed.

Application Form

The board must ensure that its application form requests only legal information yet will reveal the candidate's professional strengths, background, training, and certification (see Appendixes B and C). Questions also should reveal previous position responsibilities and latitude of leadership responsibilities. To assist in the paper screening of candidates, additional questions that reveal each candidate's perspective on specific issues and board concerns should be included. Proper procedures would dictate that an application file be maintained.

Phase III: Screening

During the planning process, the board will have determined who will be involved in screening. The board will have several options available, creating a committee of the board, using the board as a whole, involving community and staff, or using a consultant. Whichever option is chosen, it is critical that screening-committee members be well-trained in reviewing applications and determining if the board's criteria have been met. Mem-

bers of the screening committee may be trained through a consultant, a retired administrator, or a community member skilled in this area.

Confidentiality

It is important that committee members understand the importance of confidentiality. The district's professionalism and reputation will be judged by the degree of confidentiality maintained throughout the process. Many candidates may not have informed people in their present position of their applications. They must be allowed the opportunity to do so. Candidates should be fully informed of the process to be used and the composition of the screening and interview committees. It may be a good policy to designate a specific place credentials are to be kept and not allow them to be removed from the building.

Documentation

The board's procedures must include plans for filing all documents developed for the superintendent's position, all materials received as a result of posting, and all materials and activities that follow. These procedures should protect the district against any Equal Employment Opportunity Commission (EEOC) complaints and during a subsequent investigation (see Appendix C).

The board should designate one secretary and one backup person to be responsible for sending, receiving, and recording all materials. Additional documentation will be needed in subsequent phases of the process.

Screening Procedures

The screening process should begin with establishing criteria for determining qualified candidates. Criteria may be based on the position profile and the job description. The board will use each candidate's written application and relevant support materials in assessing how the applicant meets the established criteria. Numerical weights may be assigned to each criterion to reflect the board's priorities.

There may be several stages in the screening process depending upon the number of applicants. If the board is using a consultant, some aspects of the screening process may be delegated. However, the board must establish the criteria used in narrowing the applicant pool.

When a local screening committee is involved, all members should read all applications thoroughly and rate each candidate solely on the established criteria (see Appendix B). They should be fully informed that their responsibility is to remove obviously unqualified candidates and to establish data on all qualified candidates. The list of qualified candidates is then sent to the full board for review. It is important for each screener's individual notes to be retained in the files.

If a consultant has completed the screening phase, the board should consider reviewing more rather than fewer applications.

Board Review of Qualified Applicants

Once the board has received the final set of applications, its job is to narrow the field and select an agreed-upon number of applicants who will be invited for personal interviews at the board's expense. At this point, as the board is determining its final criteria for selecting candidates to be interviewed, it may wish to reaffirm its commitment to nontraditional applicants.

According to Wisconsin Statute 19.85(1)(c), a school board is allowed to meet in executive session when considering "employment, promotion, compensation or performance evaluation . . ." (see Appendix C). It is recommended that the board meet in executive session when screening and evaluating candidates because premature publicity may cause well-qualified applicants to withdraw their candidacy.

Phase IV: The Interview Process

During the planning stage, the board will have determined the composition of the interview committee. In addition to board members, many districts also use staff and community members on their interview committee. Before the interviews, all applicants should be informed of the committee's composition. The interview committee should begin by reviewing the report of the screening committee. The list of qualified candidates to be interviewed most probably will range from three to 12.

Interview Questions

It would be beneficial for the interview committee to meet for a preinterview session. The job description and position profile, which were developed during the planning stage, will be used to determine the structured interview questions (see Appendix C). Predetermined questions should be carefully written and evaluated to make certain all areas of qualification are covered and all candidates are asked the same questions.

The interview team also must establish evaluation criteria for the applicant's responses. These response criteria should be agreed upon before conducting any interviews and should allow each interviewer to independently evaluate the applicants (see Appendix B). Otherwise, some committee members could influence the thinking of others. Often the best procedure is to develop a rating scale which may be weighted in relation to the board's priorities.

Areas of expertise—leadership skills, management experience, instructional background, fiscal responsibilities and experience, and so forth—are identified. Then questions are prepared to reflect these identified qualities. Team members should be assigned specific questions they will ask during the interview session. It is only with a systematic process such as this that valid comparisons between applicants can be drawn.

The Interview

Depending on the entire board's involvement, the interview may be a two-stage process. If an interview committee is used, one committee member should be designated to contact each potential candidate and arrange an interview. As a professional courtesy, an applicant may be informed of the interview process, including who will conduct the interviews, the number of candidates, and other relevant information and timelines. It is best if all applicants are interviewed within as short a time period as possible. However, it also is important that each session allow enough time. One to two hours usually are appropriate.

Following all interviews, each team member should compile an objective rating of each candidate and rank all candidates in order. When all data is collected, summary recommendations should be forwarded to the entire board.

When the board develops its list of finalists, it may wish to conduct preliminary reference checks before scheduling personal interviews with the full board (see Appendix B). Once this is done, the board will schedule interviews with each of the finalists. Documentation of specific activities in this stage also is critical.

The interviews should be scheduled well in advance, allowing adequate time for thorough responses. All finalists should have the opportunity to visit the school district and community to become aware of some of the strengths and weaknesses. Undoubtedly, the candidates will want to meet members of the school district's professional staff and community before accepting the position.

Phase V: Community Visitation

Once selection has been narrowed to the final candidates, most boards feel it is important to visit the candidates' communities. The board may further consider a community visit to districts in which the candidates worked prior to their current positions. Visits with other school personnel, board members, business leaders, parents, community leaders, and candidates' families will offer yet another opportunity to observe them and their ability to handle the work situation. It is important the candidates be fully aware of the board's intentions during their visitation. It may be appropriate to ask them to contact individuals with whom the board would like to meet. It will also give them the opportunity to inform those at home of their application for a new position.

Phase VI: Selection

As previously stated, the final selection must be made by the full board and should be unanimous if possible. Continuing support through a changing period is critical to future relationships and the district's growth. It may be necessary to request additional information to clear up doubts and reach a consensus.

If the board is unable to reach unanimous agreement on its first choice, it may be prudent to choose another finalist in order to ensure a positive working climate between the board and the superintendent.

Phase VII: Contract Offer

In Wisconsin, the school board's initial decision to offer a contract to a particular individual may be made in a closed session. Wisconsin Statute 19.85(1)(c) specifies that a school board may meet in executive session when "considering employment, promotion, compensation or performance evaluation data of any public employe over which the governmental body has jurisdiction or exercises responsibility." Once that choice has been made, the position should be offered, by telephone *and* in writing, contingent upon contract agreement.

The board should use legal counsel to draw up a contract that reflects the conditions of employment, salary, fringe benefits, and duties. The contract also should contain procedures for evaluation and contract renewal that were agreed upon during the interview and telephone offer. At this stage, a clear understanding of the employment agreements and conditions of employment is required by *both* parties if a long-lasting, harmonious relationship is to be established. Some contracts also deal with items such as annuities, moving expenses, housing, transportation, and other expenses (see Appendix B). Boards and candidates may wish to contact the American Association of School Administrators for copies of its career development series relating to employment contracts for superintendents.

Wisconsin Statute 118.24(1) specifies that Wisconsin school districts may employ an administrator on a three-year contract. The granting of a three-year contract is desired by most candidates. This practice demonstrates the board's confidence in the person it has selected, gives the administrator reasonable job security, and provides ample time for the administrator to demonstrate his/her competence. It takes time for any superintendent to become familiar with a school district and its problems. A school board that has made every effort to find and employ the best possible candidate should not hesitate in backing its judgment with a three-year contract.

The board must be prepared for a rejection of its job offer. It is not probable, but possible, that once the position is officially offered, the candidate will reconsider or decline. The board should determine, in advance, a preference ranking and procedures for the possibility of reopening the process. The key is to act with dispatch.

Phase VIII: Announcing the Appointment

The date and time for announcing the appointment should be coordinated with the incoming superintendent. If possible, simultaneous announcements can be made in both districts.

This announcement will provide the board with an opportunity to take the mandatory formal public action regarding the employment. The

motion and vote to hire and approve the contract in effect becomes the first formal announcement of the board's selection. It benefits the candidate and the community if the board's vote in open session is unanimous. There may have been some disagreements in the closed session discussions, but a unanimous decision will serve as a vote of confidence for the superintendent.

No later than one day following the board's announcement, the unsuccessful finalists should be notified and thanked for their interest and participation in the process.

As part of the announcement, the school board president should present a statement listing the superintendent's qualifications and background and the board's confidence in the new superintendent's ability to lead the district. A school board should make every attempt to simultaneously announce the selection to the district's many publics. This is not the time to promise solutions to district problems. Rather, the board should project confidence and optimism in its superintendent. The public's first impression of a superintendent will go a long way toward helping that person through the first critical days and months of this new assignment.

The board will want to work with the press, television, and radio in announcing the superintendent's appointment. If present, the superintendent should be introduced to the media. For larger districts with media coverage by daily papers, radio, and television, a news conference is an ideal vehicle. Community leaders, parent-group officers, school staff members, and students should be invited. The names of unsuccessful candidates should not be publicized.

Phase IX: Orientation

The superintendent's orientation culminates the search and employment process. It also is one of the most critical and sensitive components of the process. The orientation should reflect the need for a careful and sensitive balance between providing help and giving direction. The superintendent will need the board's help in meeting with key community leaders and school staff members. The new appointee also will need to have a copy of the current school board policies, and someone should be available to provide clarification. The board president or designee can provide this assistance on an "on-call" basis. The district's table of organization, negotiated master agreements, and various position descriptions also should be available to the superintendent. Finally, provisions should be made to assist the superintendent's family in its resettlement efforts, including housing, childcare, and healthcare. The critical nature of acclimatization and information-gathering in the first few months on the job will build a foundation for the superintendent and board as they jointly address emerging issues facing the district.

Summary

The primary phases of the selection process are: planning for recruitment, recruitment, screening, the interview process, community visitation, selection, contract offer, announcing the appointment, and orientation.

Of the various selection phases, the area of pre-recruitment may prove to be the most critical. Once the criteria for selecting the district's leader are set and the recruitment procedures put in place, even with a relatively large applicant pool, the screening process should follow a smooth routine. Careful and early planning will reduce the amount of specific details as the interview phase begins. A clear view of what the board and its various constituencies desire in a leader will have emerged and been confirmed with the data gathered in the actual interview and visitation process. While the final selection may still raise some doubts, thoroughness and care to this point should create confidence in the board's selection. The success of the newly selected leader can be increased with a carefully structured orientation plan by the board, district staff, and community members.

Although all board members must be knowledgeable of all phases of the recruitment process, some will be more involved in some of the phases than others. Some elements can also be delegated to existing staff.

The success of the process is contingent upon a good planning process narrowed to essential steps and avoiding legal pitfalls.

Chapter 5
Continuing Leadership Support: Role of the Board

Having spent considerable time and effort in selecting the best candidate to lead their district, school board members may wish to breathe a collective sigh of relief and turn their attention to other issues. However, the board needs to plan for the continuing professional development of the superintendent and the entire administrative team. The superintendent's professional-growth needs begin even as the "ink dries" on the contract. For example, how does the new superintendent become oriented to the district? The day-to-day operations will not be a mystery, but the demands and responsibilities of the new position may well be.

Board Policy for Professional Development

When the board regards the superintendent's professional development as an essential component of life in the district, it sets the stage to reap rewards on multiple levels. The board will reinforce the superintendent's perception that professional-growth activities are desirable and necessary, and the superintendent will understand that regardless of how outstanding one's performance might be, opportunities for growth should be pursued. Further, the superintendent sets a positive example for others. Thus, the board has illustrated by action and belief that a positive staff development program helps everyone meet the challenges of public education. By providing the necessary resources to support continued learning, the board has demonstrated its commitment and has shown what it expects from its leadership team. A comprehensive policy is the key to professional improvement and advancement. Such a policy establishes the board's commitment to educational excellence, provides a systematic means for implementation, and contributes to a broader framework for staff evaluation.

One component of professional development is membership in professional organizations (the Wisconsin Association of School District Administrators, Association of Wisconsin School Administrators, Wisconsin Association of School Business Officials, and Wisconsin Association for Supervision and Curriculum Development). Active involvement in such organizations provides administrators with peer support, networking opportunities, access to research and data resources, access to legal services, and opportunities for leadership roles and recognition. The board can

demonstrate its commitment to professional development and model its expectations through active involvement in associations such as the Wisconsin Association of School Boards.

Other opportunities for professional development are available through workshops (for example, IDEA), academies (for example, LEAD), seminars, and institutes provided by professional associations and higher education. State and national conventions provide similar experiences.

Continuing-education opportunities are offered at many colleges and universities in Wisconsin. Several also offer advanced educational administrative degrees. In response to a concern about accessibility, these opportunities are now available in most regions throughout the state.

Staff development policies should be formulated with input from administrators, should provide incentives and support for pursuing professional-growth ventures, and should be sytematically reviewed. A district that does not offer its administrators and board these development opportunities is denying itself the potential for leadership effectiveness. A district's mission becomes narrow and outdated when its board and administrators are isolated from the latest research and successful strategies and techniques.

Administrative shortages will be less of a problem for districts that are preparing their staffs to advance within the district's professional ranks. A successful professional development policy should include provisions for attracting and retaining administrators and for identifying and supporting potential leadership talent within one's own ranks.

Attracting and Retaining Administrators

Because of the predicted shortage of school administrators in Wisconsin, it is imperative that boards provide incentives and encouragement for attracting and retaining quality school leaders. This process begins with encouraging potential administrators to consider leadership positions as a career. Such individuals should have the support to pursue degrees in educational administration, to participate in programs such as Wisconsin's Charles R. Hilston Administrator Assessment Center, or to attend other workshops, seminars, and institutes to develop their administrative and leadership skills. Other recruitment efforts might include job-shadowing opportunities, district affiliation with an educational administration training institution's internship program, or mentoring programs. Internship programs provide an opportunity for a district employee to serve under the supervision of an administrative mentor. The district will benefit from the intern's services and will have the opportunity to assess that person's skills as a prospective administrator. Mentoring programs can provide new administrators with the support and assistance of an experienced colleague from a neighboring district as well as the help of university personnel from educational administration programs.

Team Building

Attracting and retaining quality leaders also depends on positive board-administrator relationships and a sense of team spirit. The standard way of describing and differentiating the roles of boards and administrators is to use the phrase: "Boards make policy; administrators implement policy." Yet, these roles and relationships are intertwined, and it is through these relationships that the district can achieve excellence, maintain the status quo, or even slip into debilitating controversy.

Board members are chosen to represent the community, and professional educators are hired to carry out programs that the board and community desire. Leadership team members have the responsibility to keep abreast of educational ideas, innovations, programs, and strategies to meet the needs of the school and community. It is the school board that has the responsibility for providing the policy and environment to assist educators in carrying out their duties.

If the board has made a good choice in a superintendent, it will want to give that person the latitude to pursue innovative ideas, to recognize and acknowledge outstanding accomplishments, and to create working conditions that support creativity and excellence. Board members will want to stay in close communication with their leadership team. Yearly retreats for board members and the leadership team provide a means for socializing, understanding each other's positions, mutual goal-setting, program planning, and program evaluation.

Program Development and Staff Development

Professional development becomes an absolute necessity when a school or school district embarks on a new program. For instance, if a district decides to institute curricular and instructional program changes in areas such as cooperative learning or thinking skills, staff members will need to acquire new attitudes, practices, and skills. They will need the accompanying time, resources, training, materials, and support to learn about, initiate, implement, and evaluate program changes. For any new curricular effort to be successful, staff development must be an integral part of the plan.

Summary

It is axiomatic that for schools to be successful, to improve, and to excel, they must have sound leadership. It also seems axiomatic that a district's leaders must have ongoing, systematic support for professional development. Boards, superintendents, and other administrators and educators in the district need a clear policy on professional development and need programs appropriate for themselves and the district. Providing a sound staff development program will assist districts in identifying, attracting, and retaining administrative leadership for their schools.

Conclusion

There is little argument that a need exists to identify, select, and support leaders for our schools. It has become almost a "truism" in educational circles; as with most "truisms," the challenge becomes how to translate it into reality to ensure the survival and improvement of our educational system. This guide has attempted to assist school boards with such a task by

- stressing that rapid, current societal change has implications for education requiring immediate attention;
- differentiating between traditional roles of school managers and a new, much needed, visionary perspective for school leadership;
- emphasizing the need for boards to assess their effectiveness and role in the identification, selection, and support of school leaders;
- providing procedures for a recruitment and selection process;
- citing legal considerations; and
- providing sample forms and a bibliography for further assistance.

As we enter the complex decade of the 1990s, all citizens will have to include in their priorities a commitment to work collaboratively and cooperatively at providing an educational experience that will help all children meet the demands of and flourish in that complex society. The superintendent's role as the educational leader in that process is just one critical component in that commitment.

Appendix A
Board Functions: Indicators of Effectiveness

In addition to setting policy, school boards must be involved in long- and short-range planning. Wisconsin law requires that each school board annually adopt a performance disclosure report. This report must include district- and school-level goals and objectives, student expectations, progress reports, and achievement test results. The following sample assessment and evaluation forms can help boards during the planning process:

- Sample A1—Strategic Planning: External Scanning Data Checklist
- Sample A2—Strategic Planning: Internal Scanning Data Checklist
- Sample A3—Policy and Instruments for School Board Evaluation

  A3.1 Policy for School Board Evaluation

  A3.2 School Board Evaluation Instrument

  A3.3 Evaluation Instrument Scoring Sheet

- Sample A4—Self-Evaluation Instrument for School Board Members

Sample A1
Strategic Planning: External Scanning Data Checklist

The following outlines a suggested checklist of categories of national and state data to be included in external environmental scanning. Because local situations vary, some data may not be relevant and other data may need to be added. The overall goal is to identify areas of relevance to education and training systems. This scanning device, adapted from Shirley McCune's *Guide to Strategic Planning for Educators*, should aid school districts in making school missions and goals consistent with community needs and desires.

Economic Data and Trends

Economic Structure

- ☐ Major income sources by economic sectors
- ☐ Small business and major corporate growth
- ☐ New business birth
- ☐ Growth projections
- ☐ Growth by sector: manufacturing, mining, construction, personal and business services, trade, finance, insurance, real estate, government, transportation, and public utilities
- ☐ Major income sources by sectors
- ☐ Retail sales
- ☐ Minority- and female-owned businesses: trends and projections
- ☐ Impact of foreign investment and trade

Employment

- ☐ Labor force size and growth
- ☐ Work force growth projections
- ☐ Work force participation by age, sex, and race/ethnicity and projections
- ☐ Occupational employment by managerial, professional, technical, sales, administrative support, services, farming, fishing and forestry, precision production, operators, and laborers
- ☐ Occupational employment projections
- ☐ Occupational employment by sex and race/ethnicity and projections
- ☐ Employment by size of business establishment
- ☐ Blue collar vs. white collar and manufacturing vs. nonmanufacturing employment: trends and projections
- ☐ Unemployment by sector, sex, and race/ethnicity
- ☐ Work force continuing patterns
- ☐ Training programs for workers
- ☐ Part-time and temporary work force

Income

- ☐ Per capita personal income
- ☐ Median household income
- ☐ Median family income
- ☐ Households and families under poverty level by age and race/ethnicity
- ☐ Income and poverty level projections
- ☐ Public assistance recipients
- ☐ Effective buying income
- ☐ Wage earnings by employment sector
- ☐ Income by age and race/ethnicity

Demographic Data and Trends

Population

- ☐ Population size and growth rate
- ☐ Size and growth projections
- ☐ Population density
- ☐ Population geographic distribution, diffusion, and mobility
- ☐ Birth rates
- ☐ Immigration

Age

- ☐ Population by age and sex composition
- ☐ Population trends by age and sex
- ☐ Population by age and income

Race/Ethnicity

- ☐ Size and growth rates of minority populations
- ☐ Age and sex composition of minority populations

- ☐ Projections for change in minority population
- ☐ Geographic distribution of minorities
- ☐ Income and poverty levels of minorities
- ☐ Educational levels of minorities
- ☐ Employment of minorities
- ☐ Single-parent families among minorities
- ☐ Foreign-born population trends
- ☐ Non-English-speaking populations

Families and Households

- ☐ Number of households and projections
- ☐ Size of households and projections
- ☐ Number of families and projections
- ☐ Size of families and projections
- ☐ Marital status of individuals: trends and projections
- ☐ Single-parent families and projections
- ☐ Birth rate by age and race/ethnicity
- ☐ Number and size of families by race/ethnicity
- ☐ Marital status by race/ethnicity

Sex Role Patterms

- ☐ Male and female population distribution by age
- ☐ Female labor force participation and projections
- ☐ Married female labor force participation
- ☐ Female heads of households and projections
- ☐ Female and male earnings and income
- ☐ Female poverty levels by age and race/ethnicity

Social Data and Trends

Health

- ☐ Life expectancy rates
- ☐ Infant mortality and causes
- ☐ Mortality rates and causes
- ☐ Abnormal births
- ☐ Births to teenagers
- ☐ Health problems of youth
- ☐ Mental illness by age and race/ethnicity
- ☐ Drug abuse
- ☐ Alcoholism
- ☐ Teen suicide
- ☐ Child abuse
- ☐ Nutritional problems
- ☐ Youth fitness

Welfare

- ☐ Welfare recipients by size and projections
- ☐ Welfare recipients by category, age, and race/ethnicity
- ☐ Support services for welfare recipients (for example: training, day care, and counseling programs)

Housing

- ☐ Number of housing units and projections
- ☐ Age of housing
- ☐ Owner vs. renter housing
- ☐ Median percentage household income spent on housing
- ☐ Mean value of housing
- ☐ Seasonal vs. year-round units
- ☐ Average cost of housing with trends and projections
- ☐ Housing facilities available (for example, heating equipment, sewage, telephone)
- ☐ Multifamily housing
- ☐ Occupancy and vacancy of housing
- ☐ Residential building permits, grants, and dollar value

Transportation

- ☐ Availability and use of public transportation
- ☐ Transportation to work and travel time to and from work
- ☐ Motor vehicle registration and car ownership

Crime

- ☐ Violent and nonviolent reported crime rates and trends for adults and juveniles
- ☐ Crime rate projections
- ☐ Rates of imprisonment for adults and juveniles by sex and race/ethnicity

Government

- ☐ State and local government budgets: income and expenditures
- ☐ Tax burden on individuals and projections
- ☐ Tax burden on corporations and projections
- ☐ Federal support to education
- ☐ State support to education
- ☐ Local tax support of education

Education Data and Trends

- ☐ Educational levels of population
- ☐ Projections for educational attainment
- ☐ Illiteracy rates
- ☐ School enrollment trends by age, sex, and race/ethnicity
- ☐ School enrollment projections
- ☐ School dropout rates: trends and projections by age, sex, and race/ethnicity
- ☐ Perceptions of educational quality
- ☐ Achievement levels: trends by age, sex, and race/ethnicity
- ☐ Staff/student ratios
- ☐ Per pupil expenditures
- ☐ Use of technology
- ☐ Educational personnel numbers and projections of need
- ☐ Postsecondary education participation: trends and projections by sex and race/ethnicity

Sample A2
Strategic Planning: Internal Scanning Data Checklist

The following is a suggested checklist of categories and data to be included in an internal environmental or organizational capability scanning. All of the items listed may not be relevant, and other items may need to be added. This device, adapted from Shriley McCune's *Guide to Strategic Planning for Educators*, should help school planners identify board, staff, and student concerns.

Economic Data and Trends

School Finance

- ☐ School budget by expenditures: trends and projections
- ☐ General tax support: local, state, and federal with trends and projections
- ☐ Special project funds: trends and projections
- ☐ Other sources of income

Social/Demographic Data and Trends

Students

- ☐ K-12 enrollment: trends and projections
- ☐ Enrollment by grade and race/ethnicity
- ☐ Enrollment in special education programs
- ☐ Enrollment in alternative school programs by age, sex, and race/ethnicity
- ☐ Enrollment for adult education by programs and projections
- ☐ Pupil mobility within and outside district
- ☐ Pupil attendance patterns by age, sex, and race/ethnicity and trends
- ☐ Nonpromotions by age, sex, and race/ethnicity
- ☐ Exclusions, suspensions, and expulsions by reason, age, sex, and race/ethnicity and trends
- ☐ Dropouts by reason, age, sex, and race/ethnicity and trends
- ☐ Vandalism and other undesirable incidents

Human Resources (Staff)

- ☐ Staff characteristics by roles
- ☐ Staff eligibility for retirement by role, sex, and race/ethnicity
- ☐ Staff development activities by role and participation
- ☐ Staff morale by role
- ☐ Staff absenteeism by role

Pupil Personnel Services

- ☐ Attendance workers and services
- ☐ Guidance and counseling services and use
- ☐ Psychological services and use
- ☐ Social services and use

Student Needs

- ☐ Students whose families receive Aid to Families with Dependent Children (AFDC) benefits and trends
- ☐ Students eligible for free or reduced price lunch
- ☐ Students from single parent families
- ☐ Students from limited or nonEnglish speaking families
- ☐ Handicapped students by category
- ☐ Gifted students by program, age, sex, and race/ethnicity
- ☐ Teenage parents and available services

Educational Data and Trends

Achievement

- ☐ Test results by school
- ☐ Test results by age, sex, and race/ethnicity and trends
- ☐ Scholarships, recognition, and awards
- ☐ Postsecondary participation by sex and race/ethnicity and trends

Curriculum

- ☐ Elementary school offerings and trends
- ☐ Middle and junior high school offerings and trends
- ☐ High school offerings and trends
- ☐ Special education offerings and trends

- ☐ Alternative or magnet programs and trends
- ☐ Studies and curriculum reviews
- ☐ Vocational education offerings and trends
- ☐ Early childhood education offerings and trends
- ☐ School libraries and resource centers
- ☐ Community programs or resources

Organization and Management

- ☐ Board of education role and composition
- ☐ Administrative organization
- ☐ District or building structure
- ☐ Planning processes in operation
- ☐ Supervision and monitoring activities

Support Services

- ☐ Building services based on student needs and trends
- ☐ Building programs
- ☐ School closings
- ☐ School maintenance and upkeep status
- ☐ Energy conservation programs
- ☐ Student transportation services
- ☐ Food services
- ☐ Central purchasing
- ☐ Materials, supplies, and publications
- ☐ Equipment acquisitions and needs
- ☐ Security services and needs

Technology Data and Trends

Technology Plans

- ☐ Needs assessment for technology uses
- ☐ Goals for technology plans
- ☐ Current efforts in using technology
- ☐ Problems in technology usage
- ☐ Continuing and future needs

Political and Public Relations Data and Trends

Labor, Legal, and Legislative Affairs

- ☐ Labor union relations and trends
- ☐ Legal issues and concerns
- ☐ Legislative issues (local, state, and federal) that affect the district

Community Relations

- ☐ Parent and school relations and programs
- ☐ School and community relations and programs
- ☐ School and business relations and programs
- ☐ Postsecondary institution relations and programs
- ☐ Media relations and programs

Governance

- ☐ Board and community relations
- ☐ School and district advisory groups

Sample A3
Policy and Instruments for School Board Evaluation

A3.1: Policy for School Board Evaluation

The community school board recognizes the need for self-evaluation. The goal is to improve the school board's operation as the board carries out its legal and ethical responsibilities.

The board will establish a process and an evaluation instrument to assess its own performance. The evaluation instrument will include both a board evaluation and a self-evaluation by each member. The board, at its discretion, may have others use the instrument to rate the board. A rating scale will be used with the board evaluation.

Priorities for improvement will be established from the evaluation's tabulated results. The board will review all areas with a rating of less than an average score of three. Yearly goals will be developed from the priority list and for those areas which the board agrees are most important.

Self-evaluation will take place each fall.

A3.2: School Board Evaluation Instrument

Following is a sample School Board Evaluation Instrument that boards may use to assess their own performance. This evaluation instrument is adapted from a Wisconsin Association of School Board's sample; however, it does not reflect official WASB policies. This evaluation would be completed in the following areas:

- orientation
- school board meeting
- policy and planning
- school program
- board and superintendent
- school-community relations
- personnel relations

Each question should be answered honestly and checks should be placed in the appropriate boxes that best describe the board's present operation. The individual evaluations would be tabulated on a score sheet, and the average score of each item would be calculated. Any items with an average score of less than three would require further consideration for board goal development.

A3.2 (continued)

School Board Evaluation Instrument

Use the following rating scale and check the appropriate box:

☐ 5–always ☐ 4–frequently ☐ 3–sometimes ☐ 2–sometimes ☐ 1–never

	5	4	3	2	1
A. *Orientation*					
1. The school district has an operational program to acquaint new school board members with essential information needed to carry out their duties.					
2. Literature containing pertinent education materials of value to school board members is available.					
3. The district administrator and administrative staff continually update board members on new and current programs and operations of the school system.					
4. Inservice activities are provided in the school budget and are made available to school board members.					
5. Resources of related organizations (DPI, WASB, WASDA) are used when information is of value to school board members.					
Orientation Average Score _____					
B. *School Board Meetings*					
1. The board has specific policies that govern the development of the board agenda, the formal meeting procedure, including the hearing of delegations and citizens.					
2. Meetings are scheduled at regular times and locations, with sufficient notice to encourage participation of board members, employees, press, and community.					
3. The superintendent and board chairperson prepare the agenda and backup materials. The materials are received prior to the meeting with sufficient time for individual study and preparation.					
4. The board chairperson begins meetings on time, provides orderly procedures, clarifies agenda items, and summarizes discussions and motions before a vote is taken.					
5. School board meetings contain items related to the educational program, with professional staff invited to address the board on programs of interest.					
6. Policy adoption or complex, controversial, or new issues are first listed for discussion, with action requested at future meetings.					
7. The board devotes its time to matters pertaining to policy, planning, and evaluation and does not needlessly use time discussing administrative matters.					
8. Board members support all actions taken by the full board.					
9. After the meetings, news releases are given to the media and a report of the meeting is provided to the staff.					
School Board Meetings Average Score _____					

A3.2 (continued)

	5	4	3	2	1
C. Policy/Planning					
1. The board maintains a comprehensive, codified, and up-to-date policy manual.					
2. The board has a process for involving staff, students, and community in policy development.					
3. The board receives policy recommendations from the superintendent and does not adopt policies without a thorough study and a first and second reading at board meetings.					
4. Policies are reviewed annually for need and effectiveness. Additions/deletions are made to conform to current laws, trends, and issues.					
5. The board adopts policies and assigns implementation and evaluation of policy to the administrative staff.					
6. The policy manual contains the school system's philosophy of education and a process for long- and short-range planning, including the development of systemwide goals and objectives.					
Policy/Planning Average Score _____					
D. The Board and the Superintendent					
1. The board provides comparable compensation for the highest level administrative position in the school system.					
2. A budgetary provision is made and encouragement is given for the superintendent's professional growth.					
3. The board has an annual, systematic process for evaluating the superintendent.					
4. Areas of controversy and conflict are discussed openly with the superintendent. The board and superintendent disagree agreeably.					
5. The superintendent recognizes the governance duties that belong to the board; the board recognizes the administrative duties that belong to the administrator.					
6. The board directs communication and questions concerning the school system to the superintendent and not to other administrative personnel, unless requested to do so by the superintendent.					
7. A working relationship of mutual trust, respect, and honesty exists between the board and superintendent. Criticism of either is done in private.					
8. The board and superintendent keep each other informed of current issues so that surprises don't occur at board meetings.					
The Board and the Superintendent Average Score _____					

A3.2 (continued)

	5	4	3	2	1
E. The School Program					
1. The school board is aware of the curricular, organizational, and personnel requirements of the DPI and State of Wisconsin statutes.					
2. The professional staff and community, when appropriate, are actively involved in developing the school curriculum.					
3. The board has an established process, defined in policy, for the evaluation of curriculum and receives reports on the instructional program from the school staff.					
4. Curriculum decisions are based upon what is best for students and not upon pressure from special interest groups.					
5. The board attempts to keep up-to-date on the school program by attending workshops and reading professional journals and books.					
6. An effective staff development and inservice program, focusing on the improvement of instruction, is in operation.					
7. The board provides adequate physical facilities for the school program.					
The School Program Average Score _____					
F. School-Community Relations					
1. The board has adopted a comprehensive school-community relations policy that authorizes an official spokesperson for the board. School personnel are assigned to release information and to communicate school activities, programs, and items of public interest.					
2. Citizen participation in the schools is encouraged and citizen advisory committees are used, when appropriate.					
3. Board members accept speaking dates and attend meetings where they can officially communicate the board's position and interest in public affairs.					
4. Media coverage is encouraged at board meetings and information concerning school programs and operations is routinely disseminated to the media.					
5. The board provides support and is involved with the PTO, various community groups, and other elected officials.					
6. Board members base decisions on what is best for the entire community and do not represent special districts or special interest groups.					
School-Community Relations Average Score _____					

A3.2 (continued)

	5	4	3	2	1
G. Finance					
1. The board has policies that ensure efficient methods for purchasing supplies and equipment, for proper bookkeeping procedures, for adequate insurance coverage, and for investing school funds.					
2. The board is aware of the community's financial base and provides the best educational program from available funds.					
3. The board requires the administration to actively seek alternative funding sources such as federal title money, Job Training Partnership Act funds, and research grants.					
4. The community is kept aware of the school district's financial status, and the board seeks and secures additional funding, when needed.					
5. Long-range financial planning considers building site; functional uses of school buildings; and equipment, furniture, and plant maintenance.					
Finance Average Score _____					
H. Personnel Relations					
1. The board maintains harmonious relations with school district employees.					
2. The board solicits the superintendent's recommendation in the employment, nonrenewal, and dismissal of school employees.					
3. Personnel policies provide clear guidelines for employment, employee grievances, and employee benefits.					
Personnel Relations Average Score _____					

A3.3: Evaluation Instrument Scoring Sheet

Orientation

Item	5	4	3	2	1	Raw Score ____	Average Score ____
1							
2							
3							
4							
5							

School Board Meetings

Item	5	4	3	2	1	Raw Score ____	Average Score ____
1							
2							
3							
4							
5							
6							
7							
8							
9							

Policy/Planning

Item	5	4	3	2	1	Raw Score ____	Average Score ____
1							
2							
3							
4							
5							
6							

Board and Superintendent

Item	5	4	3	2	1	Raw Score ____	Average Score ____
1							
2							
3							
4							
5							
6							
7							
8							

School Program

Item	5	4	3	2	1	Raw Score ____	Average Score ____
1							
2							
3							
4							
5							
6							
7							

School-Community Relations

Item	5	4	3	2	1	Raw Score ____	Average Score ____
1							
2							
3							
4							
5							
6							

Finance

Item	5	4	3	2	1	Raw Score ____	Average Score ____
1							
2							
3							
4							
5							

Personnel Relations

Item	5	4	3	2	1	Raw Score ____	Average Score ____
1							
2							
3							

A3.3 (continued)

Evaluation Summary

Item Summary and Average Score

Orientation

School Board Meeting

Policy/Planning

Board and Superintendent

School Program

School-Community Relations

Finance

Personnel Relations

Areas of Concentration

Sample A4
Self-Evaluation Instrument for School Board Members

The following is another instrument boards may use during its self-evaluation process. This instrument is based on a sample by the Wisconsin Association of School Boards.

Yes	*No*		
☐	☐	1.	I familiarize myself with school policies and laws which are important for meetings.
☐	☐	2.	I attend all school board meetings.
☐	☐	3.	I read the agenda and supporting materials prior to the board meeting.
☐	☐	4.	I reserve all decisions on matters until the board is in session.
☐	☐	5.	I keep personal matters personal and discuss nonrelated concerns at appropriate times and places.
☐	☐	6.	I direct questions to the superintendent when contacted by a district resident.
☐	☐	7.	I attend most WASB workshops and meetings.
☐	☐	8.	I read school publications sent to my home.
☐	☐	9.	I visit schools within the district.
☐	☐	10.	I am informed about community feelings toward the schools.
☐	☐	11.	I take every opportunity to talk, write, or make personal contacts and tell people about their schools.
☐	☐	12.	I respect the superintendent's office and refrain from unwarranted interferences in the superintendent's affairs.
☐	☐	13.	I believe in long-range planning and recognize changing trends change school needs.
☐	☐	14.	I believe the district should place great emphasis on supervision and professional growth.
☐	☐	15.	I know that I have no authority as a board member except when the board is legally in session.
☐	☐	16.	I rely on the superintendent to provide the board with accurate information on the school system.
☐	☐	17.	I take part in board inservice and orientation programs.
☐	☐	18.	Even though I may disagree, I publicly support positions taken by the whole board.
☐	☐	19.	I work toward mutual trust between board members and administration and keep criticism of either to private sessions.
☐	☐	20.	I recognize that governance and policy duties belong to the board and administrative duties belong to the superintendent.
☐	☐	21.	I support budgetary provisions and encourage the professional growth of the superintendent.
☐	☐	22.	I support strong professional growth programs for all school personnel.
☐	☐	23.	I attend PTO meetings, concerts, plays, athletic contests, and other school events.
☐	☐	24.	I am familiar with the district's budgeting process.
☐	☐	25.	I am familiar with the district's curriculum and graduation requirements.

Appendix B
The Selection Process

- Sample B1—Position Profile
- Sample B2—Superintendent Job Description
- Sample B3—Posting/Notice of Vacancy
- Sample B4—Brochures
- Sample B5—Application Form
- Sample B6—Initial Screening Summary Sheet
- Sample B7—Oral Interview Questions and Rating Criteria
- Sample B8—Reference Check
- Sample B9—Contract for Administrative Personnel

Appendix B1
Position Profile

Elements of a Position Profile: Superintendent

As the school board begins identifying the specific tasks or job responsibilities it wishes its superintendent to perform, the following list of "Key Performance Responsibilities" may be of assistance. These elements were drawn from several sources prepared to aid school boards in selecting a superintendent. Once key responsibilities have been selected, the board is faced with the more difficult task of assessing whether the applicant(s) have the necessary knowledge, skills, and abilities to perform those tasks. As the board identifies all of the responsibilities it will require the superintendent to perform and the essential skills and abilities desired, it will have created a "position profile." A position profile will serve as the agreed-upon set of guideposts throughout the superintendent search.

A separate section titled "Requisite Knowledge, Skills, and Abilities" has been provided to assist the board in developing preliminary application questions, or it may serve as a source of criteria to be used in the various phases of the hiring process. Those elements, specifically identified as "Related Skills and Abilities," may be assessed through review of the applicants' responses to appropriately structured applications, screening or interview questions, simulation exercises, or structured reference checks. The definitions used in the "Related Skills and Abilities" section are based on those of the National Association of Secondary School Principals' Administrator Assessment Center and the National Commission for the Principalship.

Key Performance Responsibilities

Leadership Responsibilities

- ☐ Motivates groups within the system and served by the system.
- ☐ Generates confidence and support of staff and public in regard to mission and goals.
- ☐ Represents the organization to the public.
- ☐ Provides realistic solutions to problems.
- ☐ Organizes public relations concerning needed change.
- ☐ Leads in developing and operating an adequate districtwide program of school community relations.
  - — Clearly communicates district needs and programs to parents and to the community and responds to their concerns in a timely manner.
  - — Builds and maintains coalitions among respective community groups in support of the schools' goals and objectives.
  - — Gains community support for bond issues, tax issues, and other referenda that support the district's goals and objectives.
- ☐ Issues management-resolution of differences between groups, both within and outside the school system, through decision making and involvement.
- ☐ Promotes a positive school climate through a collegial environment among staff and development of positive staff morale.
  - — Assesses school district climate in conjunction with teachers, parents, and others; uses findings to maintain or improve conditions.
  - — Uses collaborative decision making with the staff, when appropriate, and within given time constraints.
  - — Demonstrates a sensitivity in dealing with staff, students, and community members from diverse cultural backgrounds; communicates similar expectations of the staff throughout the district.

Management Responsibilities

- ☐ Establishes long- and short-range planning of organizational goals; develops and implements policies and coordinates activities of the school system consistent with goals.
- ☐ Performs personnel functions (for example: recruiting, hiring, supervising, evaluating employee performance, and negotiating with various bargaining units.)
- ☐ Directs the improvement of staff performance through a planned, professional development process, directed toward individual renewal and attainment of the district's mission.
- ☐ Sustains the district's commitment to excellence through school-improvement initiatives including:
  - — high expectations for student and staff performance;
  - — collaborative, systematic planning for curriculum development and implementation;
  - — regular evaluation of student progress as the basis for making improvements.
- ☐ Oversees the effectiveness of curriculum and instruction for meeting students' needs; program evaluation.
- ☐ Ensures that pupil/personnel services are effective in promoting student conduct and social growth.
- ☐ Coordinates financial and business procedures
  - — Presents an annual budget designed to serve the school system's needs.
  - — Oversees the school district's financial operations to ensure adherence to budget provisions and wise use of funds.
  - — Recommends purchase of equipment, books, and supplies that are appropriate to the purposes and needs of the school system.
  - — Communicates the human, material, and fiscal resources needed to implement the district's programs and services.
  - — Takes action to ensure that resources are allocated to accomplish the district's mission and to maintain standards
  - — Manages the budget development and reporting process; ensures that programs are cost effective and funds are managed prudently.
  - — Ensures that the district complies with all laws, rules, and policies related to fiscal management, meeting accepted accounting standards.
- ☐ Manages physical facilities
  - — Ensures the maintenance of safe and healthful facilities that are consistent with established codes and regulations and support the system's educational goals.
  - — Maintains a priority of improving the physical appearance of the buildings and grounds.
  - — Ensures that all facilities are kept in good repair, adequate to meet future population needs and, in general, provide a safe and conducive learning environment.

Board Relations

- ☐ Understands the dynamics and values of board members; is sensitive to the requirements and concerns of the community.
- ☐ Interacts with board members in an ethical, sensitive, and professional manner; demonstrates trust and respect for board members and encourages the same collegiality among them.
- ☐ Communicates ideas and feelings effectively, understands the feelings, demands, frustrations, and hopes of those within and outside the school system.
- ☐ Interprets the school system's needs.
- ☐ Organizes and presents issues for board attention and coordinates staff to produce data and rationales.
- ☐ Ensures adequate preparation for board meetings, including information prior to meetings; organization of board meetings; proper notices; and media representation.

- ☐ Serves as the board's professional adviser in all matters and recommends appropriate school policies for its consideration; presents professional recommendations on all problems/issues for board consideration.
- ☐ Implements board policy.
- ☐ Keeps fully informed about the schools' programs; devotes substantial time and thought to improving instruction.
- ☐ Stays current in regard to advances and improvements in educational programs; supports the adoption of instructional and organizational innovations based on research and/or standards for program replication.
- ☐ Consistently articulates to the board the relationship between the district's mission and programs, budgets, personnel decisions, and other district operations.

Requisite Knowledge, Skills, and Abilities

To ascertain an applicant's capabilities to perform the key responsibilities the board has selected as most critical for achieving the district's mission, screening criteria are needed to assess an individual's knowledge, skills, and abilities in those performance domains.

Preliminary application questions should request candidates to describe the specific training, work experiences, or other experiences that demonstrate their knowledge, skills, and abilities in each performance domain. The following are examples of criteria for the three major areas of key responsibility—leadership, management, and board relations.

Leadership Responsibilities. List the specific training, education-related work, other work, or experiences the applicant has had that demonstrate the following:

Knowledge of

- ☐ planning strategies/models, organizational theory
- ☐ goal-setting strategies and behavioral objective techniques
- ☐ effective schools research
- ☐ climate assessment techniques; concepts of shared decision making, empowerment, and affiliation
- ☐ group facilitation practices, consensus building, conflict resolution, win-win principles of negotiations, collaborative planning models
- ☐ motivation, reinforcement, and affiliation theory; behavior management techniques; cooperative-learning strategies
- ☐ committee structures and functions
- ☐ school-community relations models
- ☐ state mandates/practices related to borrowing money

Related Skills and Abilities

- ☐ *Judgment*: the ability to reach logical conclusions and make high-quality decisions based on available information. The ability to comprehend those forces/pressures affecting the school and to deal with them quickly and effectively while realizing the implications of those forces
- ☐ *Leadership*: the ability to get others involved in solving problems, to interact with a group effectively, and to guide them to accomplish a task. The ability to energize the district's resources and give direction to the enterprise within the policy framework established by the school board
- ☐ *Problem analysis*: the ability to identify the important elements of a problem situation by analyzing relevant information; to identify possible causes; to identify additional needed information; to frame

possible solutions; to assist others to form reasoned opinions about problems and issues; and to manage conflict

- ☐ *Sensitivity*: the ability to perceive the needs and concerns of others; to deal with others tactfully; to deal with others in emotionally stressful situations or in conflict; and to recognize multicultural sensibilities
- ☐ *Motivating others*: the ability to build commitment to a course of action; to create and channel the energy of self and others; to encourage participation; to recognize and reward effective performance; and to provide coaching, guidance, or correction for performance that needs improvement
- ☐ *Oral communication*: the ability to make oral presentations that are clear and easy to understand; to clarify and restate questions; and to respond, review, and summarize for groups

Management Responsibilities. List the specific training, education-related work, other work, or experiences the applicant has had that demonstrate the following:

Knowledge of

- ☐ planning and goal-setting strategies and policy-formulation practices
- ☐ state and federal requirements pertaining to personnel selection procedures (equal employment opportunities), including position descriptions/qualifications, postings, application, screening, and selection procedures with required documentation and timelines; reference checks; and formal and validated selection processes (Assessment Center data for prospective administrators; Perceiver data)
- ☐ personnel evaluation theories and practices; supervisory models/methodologies (for example, skills for effective teaching, clinical supervision); and performance assessment models (for example, management by objectives, performance planning and development)
- ☐ state and federal requirements for collective bargaining and win-win strategies of negotiation
- ☐ student and program evaluation techniques (for example, formative and summative measures, outcome-based educational practices; data analysis techniques for normed, criterion-referenced, and competency-based evaluation processes; statistical analysis/data/trend analysis and applications; student portfolios as outcome measures; and goal-attainment measures
- ☐ effective schools literature and research (for example, leadership, climate, high expectations for students and staff, time on task); effective instructional methodologies (for example, mastery learning, cooperative learning, direct instruction, whole language approach); and current research and practices for instructional organization (for example, heterogeneous groupings, cross-grade groupings, school within a school)
- ☐ effective schoolwide student management programs; federal and state laws and professional practices ensuring student rights and responsibilities (for example, attendance and discipline); and student governance practices
- ☐ professional/personal/career development cycles; adult learning models; staff development models including needs-assessment techniques; and state mandates in regard to professional development
- ☐ state requirements and standard practices guiding budget preparation and administration; program budgeting processes/planning cycles; zero-based budgeting; auditing/accounting procedures; and budget document presentation
- ☐ state requirements in regard to safe and healthful facilities; applicable codes for buildings and grounds; facility life cycles (maintenance, repair, remodeling); facility space utilization assessment procedures for

changing program and enrollment needs; enrollment projections for long-range facility planning; state mandates concerning borrowing procedures and limits on indebtedness; and financing alternatives for needed facility renovation and/or expansion

Related Skills and Abilities

- ☐ *Motivating others*: the ability to build commitment to a course of action; to create and channel the energy of self and others; to encourage participation; to recognize and reward effective performance; and to provide coaching, guidance, or correction for performance that needs improvement
- ☐ *Problem analysis*: the ability to identify important elements of a problem situation by analyzing relevant information; to identify possible causes; to identify additional needed information; to frame possible solutions; to assist others to form reasoned opinions about problems and issues; and to manage conflict
- ☐ *Information collection*: the ability to gather data, facts, and impressions from written sources, individuals, and groups about students, parents, staff members, administrators, community members, groups, policies, rules, laws, precedents, or practices; and to manage the data flow
- ☐ *Organizational control*: the ability to plan and schedule one's own and others' work so that resources are used appropriately and short- and long-term priorities and goals are met
- ☐ *Implementing*: the ability to make things happen; to put programs and plans into action; to apply management technologies; to apply methods of organizational change; to follow up on progress; and to provide "mid-course" corrections when actual outcomes start to diverge from intended outcomes
- ☐ *Measurement and evaluation*: the ability to determine what diagnostic information is needed about students and staff; to examine the extent to which outcomes meet or exceed previously defined standards, goals, or priorities for individuals or groups; to interpret measurements or evaluations for others; and to relate outcomes to programs
- ☐ *Staff development*: the ability to identify the professional needs of individuals and groups; to plan and organize programs to improve staff effectiveness; and to enlist staff and others to plan and participate
- ☐ *Budgeting*: the ability to plan and develop the budget; to enlist the participation of appropriate staff; to allocate and adjust resources; and to report on results
- ☐ *Legal and policy applications*: the ability to act in accordance with relevant laws, rules, and policies; to recognize political and policy influences on education; and to examine educational policy
- ☐ *Oral communication*: the ability to make oral presentations that are clear and easy to understand; to clarify and restate questions; and to respond to, review, and summarize for groups
- ☐ *Written communication*: the ability to express ideas clearly in writing, including correct spelling and grammar and to write appropriately for different audiences

Board Relations. List specific training, education-related work, other work, experiences the applicant has had that demonstrate the following:

Knowledge of

- ☐ group facilitation practices, techniques of consensus building, conflict resolution; shared decision making; strategic planning techniques for district mission and goal setting
- ☐ state and federal program and reporting requirements (for example, Chapters 1 and 2, handicapped education, at-risk students, food and nutrition programs, early education, and transportation); enrollment and attendance information; and grant applications/ proposals
- ☐ mandated board duties and responsibilities; board operations; board meeting procedures and etiquette; legal requirements in regard to open meetings; and policy formulation, adoption, and implementation practices
- ☐ current instructional, technological, and organizational innovations based on research and model programs
- ☐ effective school/community relations models

Related Skills and Abilities

- ☐ *Philosophical and cultural values*: the ability to act with a reasoned understanding of the role of education in a democratic society and in accord with accepted ethical standards; to reflect an understanding of American culture, including current social and economic issues related to education; and to recognize world influences on students and society
- ☐ *Leadership*: the ability to get others involved in solving problems; to interact with a group effectively and guide others to the accomplishment of a task; and to energize the district's resources and give direction to the enterprise within the policy framework established by the school board
- ☐ *Sensitivity*: the ability to perceive the needs and concerns of others; to deal with others tactfully; to deal with others in emotionally stressful situations or in conflict; and to recognize multicultural sensibilities
- ☐ *Problem analysis*: the ability to identify the important elements of a problem situation by analyzing relevant information; to identify possible causes; to identify additional necessary information; to frame possible solutions; to assist others to form reasoned opinions about problems and issues; and to manage conflict
- ☐ *Motivating others*: the ability to build commitment to a course of action; to create and channel the energy of self and others; to encourage participation; to recognize and reward effective performance; and to provide coaching, guidance, or correction for performance that needs improvement
- ☐ *Organizational control*: the ability to plan and schedule one's own and others' work so that resources are used appropriately and short- and long-term priorities and goals are met
- ☐ *Legal and policy applications*: the ability to act in accordance with relevant laws, rules, and policies; to recognize political and policy influences on education; and to examine educational policy
- ☐ *Media and public opinion*: the ability to understand and respond to the electronic and printed news media; to initiate and report news through appropriate channels; and to recognize and enlist public opinion
- ☐ *Oral communication*: the ability to make oral presentations that are clear and easy to understand; to clarify and restate questions; and to respond to, review, and summarize for groups

Sample B2
Superintendent Job Description

Example A

The superintendent serves as the school board's chief executive officer, as the schools' educational program leader, as the staff's personnel officer, as home-school-community relations director, and as the district's fiscal office.

It is expected that the superintendent should have excellent preparation and training, should exhibit personal characteristics that are compatible with the demands of the position and the nature of the community, and should be professionally active in educational organizations.

As the board's executive officer, the superintendent is responsible for reporting pertinent information to the board, offering advice on policy, and implementing board decisions.

As educational program leader, the superintendent is responsible for program planning, implementation, and evaluation.

As chief personnel officer, the superintendent is responsible for the recruitment, selection, placement, supervision, and evaluation of staff; for contract administration; and for negotiations.

As home-school-community relations director, the superintendent is responsible for understanding community needs and concerns; for providing active, two-way communication between the school and the community, especially to the parents and guardians of the children under our care; for providing relevant involvement and participation for district citizens; and for resolving actual or potential conflict within the school community over the educational program's operation and direction.

As fiscal officer of the district, the superintendent is responsible for developing and implementing a financial plan that will offer the best educational program that the law and district resources allow.

As a trained, experienced administrator, the superintendent should be trained at a recognized institution, have at least three years of superior administrative experience, and be certifiable under Wisconsin certification requirements for the position.

As the chief administrator of the schools, the superintendent should have excellent personal qualifications including intelligence, initiative, integrity, creativity, fortitude, a commitment to the education of children, and a personal philosophy of education that is compatible with the community.

As a professional educator, the superintendent should illustrate an ongoing professional participation in professional organizations.

Example B
Job Performance Statements

I. School Climate

1. Promotes an open, collegial environment among staff and develops positive staff morale.

2. Uses collaborative decision making with the staff, when appropriate, and within given time constraints.

3. Demonstrates effective interpersonal skills in relating to the staff, school board, and community and in anticipating, managing, and resolving conflict.

4. Demonstrates sensitivity in dealing with staff, students, and community members from diverse cultural backgrounds; communicates similar expectations of the staff throughout the district.

5. Appropriately assesses school district climate in conjunction with teachers, parents, and others; uses findings to maintain or improve conditions.

II. School Improvement

6. Demonstrates high expectations for staff and student performance in an enabling, nonthreatening way.

7. Articulates a vision of what the district can and should achieve and gains acceptance among staff, students, and the community.

8. Uses a wide variety of evaluative data and needs-assessment findings to formulate a mission, goals, and objectives cooperatively with the school board, staff, and community.

9. Recommends to the board sound policies regarding organization, finance, instructional programs, personnel, school plant, communications, and related functions of the district, directed toward district improvement.

III. Instructional Management

10. Provides for systematic evaluation of the effectiveness of the instructional program and plans for improvement.

11. Promotes collaborative district, campus, and classroom planning to (1) establish instructional objectives, and (2) develop, implement, and refine curriculum on a regular and systematic basis.

12. Ensures that instructional management performance meets or exceeds expectations.

13. Ensures that student progress is evaluated on a regular, systematic basis and that the findings are used to make programs and services more effective.

IV. Personnel Management

14. Manages the recruitment, assignment, evaluation, and remuneration of personnel and ensures that all personnel programs achieve their intended purposes.

15. Directs the improvement of staff performance through a planned, professional development process, directed toward individual renewal and attainment of the district's mission.

16. Delegates duties, responsibilities, and functions (when appropriate).

V. Administration and Fiscal/Facilities Management

17. Communicates the human, material, and fiscal resources needed to implement the district's programs and services.

18. Takes action to ensure that resources are allocated to accomplish the district's mission and to maintain standards.

19. Reports to the board on the status of support programs, personnel, and facilities operations of the schools.

20. Takes action to ensure that all facilities are kept in good repair, adequate to meet future population needs, and in general, provide for a safe and conducive learning environment.

21. Manages the budget development and reporting process; ensures that programs are cost-effective and funds are managed prudently.

22. Takes action to ensure that the district complies with all laws, rules, and policies related to fiscal management, meeting accepted accounting standards.

VI. Student Management

23. Ensures that pupil/personnel services are effective in promoting student conduct and social growth.

VII. Board/Superintendent Relations

24. Demonstrates a clear understanding of the respective roles of the board and the superintendent.

25. Jointly develops with the board a systematic evaluation process for the superintendent.

26. Demonstrates skill in communicating with the board (in writing and orally); responds expeditiously to the board's directives and requests.

27. Interacts with members in an ethical, sensitive, and professional manner; demonstrates trust and respect for board members and encourages the same collegiality among them.

28. Meets the board's expectation regarding board meetings: (1) need for information prior to meetings; (2) preparation for meetings; and (3) organization of board meetings (for

example: logistics, conducive physical environment, agenda, arrangements with media representatives).

29. Consistently articulates to the board the relationship between the district's mission and programs, budgets, personnel decisions, and other district operations.

VIII. Professional Growth and Development

30. Formulates with the board a professional development plan to improve professional performance; incorporates input from staff, mentors, and/or others in determining the content of the plan.

31. Seeks out and participates in professional development programs.

32. Actively participates in professional activities, shares ideas and information with other professionals, and initiates action to confront problems facing the profession.

33. Demonstrates behavior that is professional, ethical, and responsible; is a role model for all district staff.

IX. School/Community Relations

34. Manages a districtwide school/community relations program.

35. Clearly communicates district needs and programs to parents and the community and responds to their concerns in a timely manner.

36. Builds or maintains coalitions among respective community groups in support of the schools' goals and objectives.

37. Gains community support for bond issues, tax issues, and other referendums that support the district's goals and objectives.

38. Participates in civic affairs that are appropriate for educational leaders.

Sample B3
Posting/Notice of Vacancy

Example A

School District:	_____
Position:	Superintendent
Available:	Position is vacant
Salary Range:	$55,000 to $65,000
Salary:	To be determined at a later date
Benefits:	Health, dental, long-term disability, life insurance, employer contribution for state retirement. Also, district early retirement program available beginning at age 57 after 15 years of continuous employment in the district.
Contract Length:	12 months less 10 holidays and vacation
Sick Leave:	12 days per year—maximum accumulation is 200 days
Application:	May be obtained from the District Personnel Office by calling: Director of Personnel. Position responsibilities and district organizational chart will be sent with the application.
Deadline:	Completed application and resume must be received by _____

cc: All schools
Management Team
School Administration Organizations—WASDA, AASA, WASBO
School Board Associations—WASB, NASB
All school districts in State of Wisconsin
Publication—*Education Week*

Example B

SCHOOL DISTRICT _____

Board of Education , Wisconsin

Date:

TO: Education Placement Bureau

The Board of Education is soliciting applications from candidates who are interested and qualified for the following position:

> *Superintendent*—Public Schools, K-12 enrollment of 12,500—17 elementary schools, 3 middle schools and 2 high schools (3rd high school to open August 19____)—850 professional staff. Position to commence January 1, 19____. Must be eligible for Wisconsin certification. Previous administrative experience desired. Salary—commensurate with education and experience. Send request for application to: Office of the Superintendent, School District of _____. Applications must be completed and returned by July 31, 19____.

All applications will be held in strictest confidence and examination of application materials will be restricted to members of the _____ Board of Education and its designated secretary. A brochure describing the position, district, and community will be sent to your office at a later date.

We would appreciate your placement service/publications giving this notice the widest circulation possible immediately.

Sincerely,

_____, Chairperson
Superintendent's 19____ Search Committee
School District _____

Equal Opportunity Employer

Selection Procedures

The Board of Education of the Shorewood Public Schools has retained Dr. Donald McCarty of the University of Wisconsin-Madison and Dr. Gail Schneider of the University of Wisconsin-Milwaukee who are associates of Community Research & Services, Inc. to facilitate the search process, review applications, and advise the board.

Representatives from the professional staff and community will be involved periodically throughout the search process. However, the final decision concerning the selection of the superintendent will be made by the Board of Education.

A completed application includes (1) a letter of application, (2) a resume or vita, (3) university placement credentials or university transcripts and three letters of recommendations, and (4) evidence of eligibility for certification as a Wisconsin district administrator (superintendent). References will not be contacted until after a long list has been determined, and candidates are notified. All requests for applications and information about the schools, community, and area should be addressed to:

Superintendent Search
Shorewood Public Schools
1701 East Capitol Drive
Shorewood, Wisconsin 53211

Applications are due by **May 15, 1990,** if they are to receive full consideration by the Board. Announcement of the successful candidate is expected by June 15, 1990.

Inquiries regarding licensure in Wisconsin should be addressed to Dr. Lond Rodman, Director, Bureau for Teacher Certification and Licensure, Wisconsin Department of Public Instruction, 125 S. Webster Street, Madison, WI 53707 (608-266-1879).

Announcement of Vacancy

The Board of Education of the Shorewood Public Schools, Shorewood, Wisconsin, announces a vacancy in the position of Superintendent of Schools. The vacancy is the result of the resignation of the superintendent, Dr. Barbara Grohe, who has served as an outstanding educational leader for the district for over ten years.

The Board is prepared to offer a three-year contract and negotiate a competitive salary and an attractive fringe benefit package. The salary of the former superintendent was $80,000.

Announcing a vacancy for Superintendent of Schools

A Position of Leadership

The School District of Shorewood
An Equal Opportunity Employer
Shorewood, Wisconsin

The School System

Shorewood is a school district with a reputation for excellence in education and is recognized as being one of the finest districts in the Midwest. Shorewood prides itself in offering a comprehensive curriculum designed to meet the diverse needs of its ethnically diverse population. The strong commitment to quality education is reflected in the district's Mission Statement which follows.

> *The mission of the Shorewood Schools is to provide all students with an excellent education and the opportunity to develop their abilities and talents. Our goal is to graduate students who think for themselves, accept learning as a life long process, enjoy like, cooperate with people of diverse backgrounds, appreciate the contributions of others, and are prepared to fulfill their role in the world around them.*

In reaching this goal, parents and community members are involved in the schools and contribute to their success. The Board of Education is composed of five members with a commitment to creating a thriving future-looking school district. Board members are eager to work cooperatively with the superintendent to insure that the district's educational system is responsive to the needs of all students.

The Shorewood School District has approximately 2,000 students. The district's schools are organized on a K-6, 7-8, and 9-12 plan with the two elementary schools offering both four and five year old kindergartens. The Middle School is organized on a house concept and provides a rich exploratory curriculum with academic studies taught in an interdisciplinary, block format. At the high school level, students may enroll in advanced placement courses and engage in cooperative programs with the Milwaukee Public Schools, the University of Wisconsin-Milwaukee, or the Milwaukee Area Technical College. Students at all grade levels benefit from extensive interaction with Milwaukee Public Schools and other cultural, educational, and business resources unique to the Milwaukee metropolitan area.

The Board of Education is fiscally independent. The operating budget is $13 million and the equalized valuation is $590 million. The cost per pupil is approximately $6300.

Qualifications

Personal

- The ability to anticipate changes, trends and developments that may have an impact on the District and to bring a vision for the future to the district.
- A commitment to maintaining a focus on child-centered and achievement-oriented decision-making.
- Evidence of ability to establish goals and program objectives on an annual and long-term basis.
- An open communication style which indicates the ability to give and receive feedback and use information in a constructive manner.
- A willingnes to engage in shared leadership and capitalize on the expertise of other professionals within the district.
- A sensitivity to the needs of an increasingly multicultural community and a commitment to preparing students for their future roles in a global society.
- Evidence of continued professional education, growth, and development.

Professional

- Strong, general educational background, and professional preparation in administration including curriculum, instructional leadership, evaluation of staff, and school finance.
- The ability to engage in curriculum and program review which is collaborative and supports innovation and improvement.
- Evidence of ability to coordinate, interpret, and facilitate a positive human relations climate which reflects a multi-cultural environment.
- The ability to identify and solve organizational problems, public relations concerns, and collective bargaining issues.
- Demonstrated ability to design and implement multi-cultural educational programs.
- An interest in joining with other educational leaders in the metropolitan area to address the needs of the broader educational community.
- Commitment to equal opportunity in educational policies, programs, and services for all students.

The District and the Area

Nestled between the shores of Lake Michigan and the banks of the Milwaukee River, Shorewood has the charm of small-town living. Yet, as the first suburb north of Milwaukee, Shorewood is only a 10-minute drive to the heart of the city of Milwaukee, one of the most culturally exciting urban cities in the nation.

Cultural and social activities abound in the Milwaukee metropolitan area with the Milwaukee Art Center, Milwaukee County Museum and world-famous Zoo, the Performing Arts Center and the Milwaukee Symphony Orchestra, the Repertory Theatre, Summerfest, and countless ethnic festivals. Recreational opportunities are endless with Lake Michigan and many inland lakes available for water sports, a well-maintained park system, exceptional public and private golf courses, and a wide variety of spectator sports including the Brewers, Bucks, and Packers.

An array of graduate and professional programs and schools are in close proximity to Shorewood. The village boundaries adjoin the 90-acre campus of the University of Wisconsin-Milwaukee and many Shorewood residents teach, work, or study there. In addition, a number of private four-year colleges are located within the metroplitan area including Alverno College, Cardinal Stritch, Carroll College, Concordia College, Marquette University, Milwaukee School of Engineering, and Mt. Mary College.

Two-year liberal arts programs are offered at the Milwaukee Area Technical College which provides vocational, technical, and adult education.

Shorewood's homes are characterized by a variety of styles, architectural features and historical interest, from small starter-home bungalows and duplexes, to lake-view mansions. Many residents begin their home ownership as young professionals and remain in the Village through retirement.

The resources available within Shorewood and the Milwaukee metropolitan area make it one of the most attractive and exciting communities in which to live and work.

SPRINGFIELD

The City of Firsts

Founded along the shores of the Connecticut River in 1636 by William Pynchon, Springfield was established primarily as a fur-trading post. It grew, however, to become one of the most vital and important settlements in the New World.

In 1777, George Washington personally selected Springfield as the site of the new nation's first military arsenal and, in the years that followed, the Springfield Armory was to ensure the city's position as an industrial and economic center. Given the nickname "the Crossroads of New England," Springfield continued as a thriving, prosperous, and inventive community, becoming a city in 1852. The city that invented basketball, as well as the world-famous Garrand M-1 and Springfield rifles, is also home to many notables including Dr. Seuss and Thornton Burgess and other notable firsts.

The city itself is a first. Originally called Agawam, the Indian word for meadow, the settlement was renamed in 1640 after William Pynchon's hometown in England, thus becoming the first Springfield in the nation.

CITY PROFILE

Population

City	158,000
Registered voters	68,000

School Budget 1988-1989

From city sources	$70,649,292
State and Federal	$33,321,100
Total	$103,970,392

School Committee Members

Mayor Vincent DiMonaco
chairman ex officio

Kenneth Shea, vice chair	Allene Curto
Ray DiPasquale	Candice Lopes
Michael Albano	Gerald Phillips

APPLICATION PROCESS

For application forms or information, write:

Springfield Search
Massachusetts Association of School Committees, Inc.
179 South Street
Boston, Massachusetts 02111
Tel. (617) 542-3225

Complete application information must be received at this location postmarked on or before April 30, 1989. Candidates will not contact individual school committee members regarding the search process.

The School Committee
of

SPRINGFIELD, MASSACHUSETTS

announcement of
vacancy for

SUPERINTENDENT OF SCHOOLS

Announcement of Vacancy

The Springfield School Committee invites the application of qualified candidates for the position of Superintendent of Schools.

The superintendent is the executive officer of the Springfield public schools. It is the superintendent's responsibility to carry out the policies established by the school committee, to make recommendations to the committee on administrative matters, and to provide educational leadership to the schools.

The superintendent reports to a seven-member school committee made up of six at-large members and a chairman, the Mayor.

The school committee anticipates making the appointment on or before August 15, 1989 with the starting date shortly thereafter.

Salary

Upward of $80,000. Negotiable.

Qualifications

- Minimum of a master's degree, preferably a doctorate, earned from an accredited institution of higher learning
- At least fifteen (15) years experience in education, or its equivalent; three (3) of which must be central office experience
- Certified or qualifications to be certified in Massachusetts as a Superintendent of Schools

The Springfield School Committee is an equal opportunity/affirmative action employer.

Prime Responsibilities

- Provide educational leadership
- Communicate effectively with the school committee, staff, and community members
- Select, assign, and evaluate staff
- Assume and delegate authority
- Develop short- and long-range goals
- Demonstrate a willingness to generate and implement innovations
- Lead the school into the 21st century with progressive programs designed to meet the needs of a changing school population
- Establish high expectations for all students and emphasize the value of a positive school climate

Educational Profile

The Springfield public school system offers diverse curricula that challenges students to make the most of their potential. The city's commitment to education is most clearly evidenced by the new Springfield Central High School and the soon-to-be-completed $22 million Putnam Vocational High School renovation and addition. Close to 23,000 students walk through the doors of Springfield's schools each day and enter classrooms to be taught by some 1,830 teachers. The operation of the 30 elementary, six junior high and four high schools is supervised by 126 administrators.

The Springfield public schools have traditionally attracted an outstanding core of teachers, and provided unique educational opportunities for students. The system has been guided by a philosophy steeped in sound educational tradition: to develop the talents of individual students, to increase their social relationships, and to help them become contributing members of the community.

Strong basic skills programs complemented by innovation and enrichment bring scope and depth to the system's educational programs. Outstanding features include an excellent computer education program; eight foreign language programs; a university demonstration site for the "writing process;" a private sector cooperative occupational education program component; and bilingual educational programs offered in Spanish, Portuguese, Vietnamese, and Khmer. The school volunteer program has received four national awards; the system has 13 magnet schools that provide extra learning opportunities, a FACETS program for gifted children, and a Toddler Preschool program.

Sample B5
Application Form

Administrative Application Form

Information furnished will remain confidential and will be used only by the selection committee. Complete and return with a copy of your resumé to _____, superintendent, at _____ _____, no later than _____. Please type or print clearly.

This application is my candidacy for the position(s) of: Superintendent of Schools			School Year
Applicant's Name			
School District			Size of District Student Population
Business Address *Street, City, State, ZIP*			Telephone *Area/No.*
Home Address *Street, City, State, ZIP*			Telephone *Area/No.*
Present Job Title	Employment Date	No. of Employees you Supervise: Certified	Others
Name and Title of Person Who Evaluates Your Performance			Telephone *Area/No.*

Brief Description of Your District and Responsibilities

II. EDUCATION

College/University	Location	Dates Attended	Degrees	Major

Wisconsin Department of Public Instruction licensure your currently hold

III. EXPERIENCE

Begin with your immediate past position and work back. Include full-time administrative employment only. If necessary, attach additional sheets.

Employment Dates *Month/Yrs.* From	To	School District	No. of Employees Supervised Certified	Others
Title of Position		Full Name of Employer		
Name/Title of Immediate Supervisor				
Brief description of your duties/responsibilities				

Employment Dates *Month/Yrs.* From	To	School District	No. of Employees Supervised Certified	Others
Title of Position		Full Name of Employer		
Name/Title of Immediate Supervisor				
Brief description of your duties/responsibilities				

Employment Dates *Month/Yrs.* From	To	School District	No. of Employees Supervised Certified	Others
Title of Position		Full Name of Employer		
Name/Title of Immediate Supervisor				
Brief description of your duties/responsibilities				

IV. PERSONAL CAREER GOALS

Begin with your immediate past position and work back. Include full-time administrative employment only. If necessary, attach additional sheets. Explain your career goals, including your views on how you anticipate this position might help you achieve these goals. Use separate sheet if necessary, but limit to 250 words.

What leadership skills would you provide for the school district in the position, superintendent of schools?

List major professional, civic, social, and political organizations of which you have been a member, and offices held; elective offices; honors and awards.

Cite what you consider the most significant contributions you feel you have made to your community or professional field. State why you feel it was significant.

What do you feel are the current issues in education today?

Applicant's Signature	Date

Sample B6
Initial Screening Summary Sheet

The board's screening committee may wish to structure its process for reviewing credentials. Identifying critical skills and experiences and weighing their relative importance to the district can be done by using a summary sheet. This rating process is done by individual board members prior to group discussion.

The following summary sheet is an example of a district's list of candidates (coded left column) and weighted key categories. Boards may modify categories and weights consistent with their priorities.

Use of such a summary by individual graders gives an additional objective tool for their screening and subsequent discussions. This screening data can become a part of the district's documentation.

Superintendent Initial Screening Process—Summary Sheet

Candidate Code	Board Relations (25)	Employee Relations (20)	Community Relations (15)	Educational/ Curriculum Leadership (15)	Management Style (20)	Fiscal Management (15)	Other (10)	Total	Comments

Sample B7
Oral Interview Questions and Rating Criteria

Example A

The person in this position will be required to communicate in a large variety of situations using both written and oral communication skills.

Describe the experience you have had using written communication and/or oral skills. Cite and describe publications and documents that you have been responsible for producing. Cite and describe specific instances in which you have made oral presentations to groups of people, listing the specific groups and the topic(s) addressed.

Rating Scale:

More Than Acceptable

9 Demonstrates considerable experience in written communication. Has published in national and/or state professional education journals and/or is the author or co-author or editor or co-editor of an educational monograph and/or has written state grants that have been funded.

Demonstrates considerable experience in oral communication. Describes major presentations that the candidate has been responsible for developing and presenting. Presentations have been made to diverse audiences of varying sizes.

8

7

Acceptable

6 Demonstrates good experience in written communication. Describes educational publications of limited circulation or dissemination that the candidate has been responsible for producing or co-producing.

Demonstrates good experience in oral communication. Describes limited number of presentations that the applicant has been responsible or co-responsible for presenting. Presentations have been made to similar audiences with little variation in sizes of groups.

5

4

Less Than Acceptable

3 Demonstrates little or no experience in written or oral communication.

2

1

Note: If questions of this complexity are used in the interview process, the candidate should have a copy of the written questions. During the interview process, the interviewers should take notes and later use their notes to assign a numerical score using a scale similar to the above.

Example B

The person in this position will develop and direct a professional development program for school building administrators and teaching staff.

Describe the experience and education you have had in managing, developing, and implementing innovative educational programs at the local school district/building level.

Rating Scale:

More Than Acceptable

9 Candidate has had experience as major developer, implementer, presenter, or director of three or more innovative or experimental teaching programs for teachers or students and/or innovative programs for administrator development. Also indicates experience in developing and conducting three or more workshops and seminars related to innovative and experimental programs at the local, state, and national levels.

8

7

Acceptable

6 Candidate has participated as developer or co-developer or co-presenter of one innovative or experimental program. Has experience in developing and conducting two workshops and seminars related to innovative and experimental programs at the local, state, and national levels.

5

4

Less Than Acceptable

3 Candidate has not been involved in innovative and experimental programs and has not conducted workshops or seminars related to such programs.

2

1

Note: If questions of this complexity are used in the interview process, the candidate should have a copy of the written questions. During the interview process, the interviewers should take notes and later use their notes to assign a numerical score using a scale such as the one above.

Sample B8
Reference Check

Reference Audit—Superintendent Position Applicant*

Name of Applicant		
Person Contacted		Position
Organization	City, State	Telephone Number

I wish to verify some of the information given to us by _____ whom we are considering for the position of superintendent.

1. In what capacity did you/do you know of the applicant's administrative abilities? _____
2. What were the dates of his/her employment with your school district? From _____ 19___ to _____ 19___
3. What was he/she doing when he/she started? _____
4. Did he/she have any supervision or responsibility or direction for others? ☐ No ☐ Yes How many _____
5. Did the applicant seek responsibility? ☐ No ☐ Yes

   Please give examples that demonstrate a willingness to accept responsibility. _____
6. Did he/she have any responsibility for policy formulation? ☐ No ☐ Yes How much _____

   Please give examples that describe the policy formulation responsibilities and skills that the applicant has demonstrated. _____
7. Did he/she have the opportunity to develop or initiate any new plans or programs? ☐ No ☐ Yes
8. How well did he/she plan his/her work? _____
9. How well did he/she get along with others? _____

   Please give examples that characterize his/her ability to work with others. _____

*It is recommended that reference checks be made not only in the applicant's current school district but also from other school districts where the applicant worked.

10. How much time was he/she absent from work? _____

11. Why did he/she leave? (Do not use unless he/she has already left employment.) _____

Was leaving the applicant's decision alone or was it by mutual consent or by request of the board? _____

12. Would you re-employ him/her? ☐ No ☐ Yes Why/Why not _____

13. What are his/her outstanding strong points? _____

Please give specific examples that support the points you mentioned. _____

14. What are his/her improvement needs? ☐ No ☐ Yes How many _____

Please give specific examples that support your belief that the points you listed are in need of improvement. _____

15. What type of work do you feel he/she performed best? _____

16. Do you have any general comments about the probable success of the applicant for the position of superintendent of schools in _____? _____

Supervisor's Signature ▶	Date

Sample B9
Contract for Administrative Personnel

IT IS HEREBY AGREED by and between the School Board of the _____ (hereinafter designated as the "Board") and _____ (hereinafter designated as the "Administrator"), that the Board does hereby employ the Administrator in the position of _____.

This contract shall cover a period beginning on _____ (date) and ending on _____ (date).*

Salary

In consideration for the services rendered, the board will pay the Administrator a salary of $_____ for the first year in accordance with the appropriate salary policies adopted by the Board. The annual salaries for the second and third years of employment (when a multi-year contract is provided) shall be the amounts, whether presently existing or hereafter adopted by the Board, determined under the salary policies of the Board with respect to this position. The salary for the second year shall not be less than the salary for the first year; the salary for the third year shall not be less than the salary for the second year. The salary shall be paid (on a standard basis) by the Board, less deductions required by federal and state law or authorized deductions as permitted by board policy.

Indirect Compensation

(a) The Administrator shall be entitled to _____ sick leave days annually, cumulative to a total of ____ days.

(b) The Board shall provide a long-term disability income policy beginning the ____ day of disability and providing a monthly benefit equal to ____ percent (____) of the Administrator's monthly salary. The benefits under the long-term disability insurance shall be a minimum of ____ years illness and accident to age ____, with a maximum covered salary of _____.

*Section 118.24(1),Wis. Stats., states: "A school board may employ a school district administrator, a business manager, and school principals and assistants to such person. Persons certified for such positions may be employed for a period of not more than 3 years. After 3 years of continuous employment in the same administrative position, a contract renewed for the same administrative position shall be for a term of not less than 2 years, except as provided under sub. (lm)." Section 118.24(8) states: "Personnel administrators and supervisors, curriculum administrators, and assistants to such administrative personnel, when employed by the school board of any such district to perform administrative duties only, may be employed for a period of not more than 3 years.

(c) The Administrator shall be entitled to ____ (weeks/days) of vacation each school year (July 1 to June 30). Vacation time shall not be cumulative unless otherwise noted in the special provisions section of this contract. The scheduling of the vacation time shall be in accordance with policies of the Board.

(d) The Administrator shall be entitled to time off on those holidays designated by the Board.

(e) Authorized use of the Administrator's personal car in the Administrator's work within the District shall be reimbursed at the rate of ____ cents per mile or $_____ per (year/month). Authorized use of the Administrator's personal car outside the district will be reimbursed at the rate of _____ cents per mile.

(f) The Board shall pay _____ toward the premium for a policy of single or dependent coverage for hospital-surgical and major medical insurance selected by the Board.

(g) The Board shall pay _____ toward the Administrator's required deposit to the Wisconsin Retirement Fund.

(h) The Board shall pay _____ toward the premium for a policy of term life, accidental death and dismemberment insurance selected by the Board.

(i) The Board shall pay up to _____ for a physical examination of the Administrator by a physician (chosen by the Administrator/mutually acceptable to the Board and Administrator). The Administrator or his/her physician shall submit a medical report or statement prior to payment under this paragraph.

(j) The Board shall pay _____ toward the premium for a policy of single or dependent coverage for dental insurance selected by the Board.

(k) The Board shall pay _____ (other benefits as described here).*

_____

_____

_____

_____

Termination by Mutual Consent

Upon mutual written agreement by the Board and the Administrator, this contract and the employment of the Administrator may be terminated without penalty or prejudice against either the Board or the Administrator. In this event, the Board shall pay the

*Examples of other benefits—optical, prescription, liability, and other types of insurance; tax sheltered annuity plans; deferred compensation plans; and so forth.

Administrator all remuneration and benefits accrued but unpaid during the period of employment immediately prior to such termination.

Liquidated Damages

IT IS FURTHER AGREED by the parties hereto, in the event said Administrator breaches this contract by termination of services during term hereof, the sum of $ _____ is determined to be the reasonable liquidated damages which the parties, looking forward, reasonably anticipate will follow from such a breach and the Board may, at its option, demand the recovery from the Administrator such amount of liquidated damages; provided, however, that this expressed intent to liquidate the uncertain damages and harm to the school district expected from such a breach is not the exclusive remedy or right of the Board but is, rather, an alternative right and remedy and shall not, unless the Board elects to rely on the same, preclude the Board from seeking and recovering the actual amount of damages resulting from such a breach by the said Administrator.

Evaluations

The Board shall provide the Administrator with a written evaluation at least once each year.

Contract Termination

The Board may terminate this contract and discharge the Administrator from employment for just cause provided that the Administrator has received prior notice in writing from the Board of its intent and the alleged reason or reasons for such discharge. Upon written request, a hearing shall be conducted with full regard for due process.

Contract Renewal/Nonrenewal

Renewal and nonrenewal of this contract shall be governed by sec. 118.24, Wis. Stats.

Invalid Provisions

If any article or part of this contract is held to be invalid by operation of law or by any tribunal of competent jurisdiction, or if compliance with or enforcement of any part should be restrained by any tribunal, the remainder of the contract shall not be affected thereby.

Special Provisions

_____

_____

_____

_____

_____

Dated this _____ day of _____, 19____.

_____ _____

President Administrator

_____

Clerk

_____ School Board

_____

_____, Wisconsin

Action by the School Board in adopting this contract is recorded in the Board minutes of

_____

(date)

*If the sample is used, please check with state school board association to make sure it conforms to current statutory requirements.

Appendix C
Major Legislation Affecting Employment Practices

Every year school boards must hire numerous administrators and teachers for available positions resulting from retirements, promotions, demotions, or creation of new positions. These personnel decisions have legal and practical implications for school boards. Legally, the individual rights of applicants must be protected; practically, school boards must preserve the quality of the instructional program. This section addresses the major legislation affecting the hiring process and presents some recommendations to avoid legal problems in personnel selection.

Federal and state legislation has provided all applicants with certain rights as candidates for a position. For example, persons covered by these laws and by the amendments to them are classified as a protected class of individuals. *These individuals are protected from discrimination in employment decisions.* They are protected because they have not been given the same employment opportunities as other groups have. Similarly, once employed, this protected class of individuals has not been given the same opportunities as others have to advance in the professional ranks within school systems because of stereotypes and characteristics unrelated to work. The legislation includes the following acts.

General Recommendations

- Before the selection gets in motion, consult the Department of Industry, Labor, and Human Relations (DILHR) fact sheets at the end of this section. "Avoiding 'Loaded' Employment Application Questions Which May Lead to Discrimination," DILHR: Equal Rights Publication ERD-4825 (5/85); "What Happens Now," DILHR: Equal Rights Publication ERD-7957 (2/88).
- Obtain copies of "Wisconsin's Fair Employment Law," DILHR: Equal Rights Publication ERD-5387 (12/88); and federal "Uniform Guidelines on Employee Selection Procedures," *Federal Register*, 43, #166 (Aug. 28, 1978), pp. 38295-38309.
- Develop a simple but valid approach to search and screen applicants.
- Use a systematic set of predictors (for example: resume data, college transcripts, letters of recommendation, interviews) in the same way for all applicants.
- Make sure the interview and any other questions address all aspects of the job.
- Avoid any personal questions that have nothing to do with how the applicant may perform on the job.
- Make sure all questions are asked in some systematic fashion.
- Consult with an expert if you still have questions about your hiring system. Laws exist that apply to postings, application blanks, interviews, and any other mechanism related to personnel selection.

Advertising the Vacancy

Do not advertise the position to exclude any group of people. Review your vacancy notice to make sure it does not contain age, sex, race, and religious discrimination. For example, avoid gender references in the vacancy such as (when speaking of the successful candidate) "he will have five years experience." Be sure to state in your advertisements that you are an "equal opportunity employer."

Applications

Make sure all questions are job-related. Do not ask date of birth, place of birth, marital status, physical condition, height, or weight. You may ask if an applicant has any physical conditions that may limit his/her ability to perform the duties of the position. The law stipulates that the employer must make reasonable accommodations to a handicapped employee unless hiring causes financial hardship to the district.

The following disclaimer, or similar statement, should appear near the signature and date lines of the application: "I certify that the information contained in this application is true and correct. I understand that falsification of this application in any detail is grounds for disqualification from further consideration or for dismissal from employment in accordance with (school board) policy number _____."

Credential Screening

It is recommended that school board members use a blind screening procedure when evaluating applications. The most common method is to number applications rather than to use the names of the applicants. Develop a rating scale that assigns points to each of the agreed-upon criteria. Read and record scores for all applications on a summary rating sheet. Do not write any subjective comments on any of the application materials and rating sheets. Selection of those candidates to be interviewed should be based on their rating scores (see Appendix B, Sample B6).

If you are working with a team of reviewers, be sure all are aware of prohibited practices and that all understand the rating and weighting of categories.

Interview

Ask open-ended, job-related questions. Follow up responses with specific and pointed questions. The candidate should do most of the talking.

Avoid projecting your own likes and dislikes. These may color the responses of the applicant. Do not make subjective comments in your written notes of the interview.

Reference Checking

Ask about the candidate's prior job performance, quality and quantity of work produced, reason for leaving, general job duties, and ability to get along with others. Questions outside these areas might violate current state and federal legislation.

Final Selection Criteria

This should be the culmination of the entire process. The selection of the individual should be based on criteria related to the specific job. The candidate's knowledge, skills, and abilities should be the overriding factors for selection.

Recordkeeping

Keep copies of the advertising, screening, evaluation, and selection records. To protect the district from complaints or legal action, keep copies of all the hiring process records for three years. If the district is involved in a discrimination case, see "What Happens Now," a DILHR publication at the end of this appendix.

I. State Law Pertaining to Employment Practices

The Wisconsin Fair Employment Law has prohibited employers, unions, and employment and licensing agencies from discriminating against applicants or employees for reasons regarded as unrelated to actual job requirements.

Not all discrimination is unlawful. Generally, discrimination is prohibited if an employer, union, or employment or licensing agency makes employment or employment-related decisions based on any of these prohibited characteristics of an employee or applicant: age, race, creed (religion), color, sex, handicap, national origin, ancestry, arrest record, conviction record, sexual orientation, marital status, and military reserve membership.

II. Federals Acts Pertaining to Employment Practices

In addition to state laws, the Board should be aware of relevant federal legislation pertaining to employment. The following is a brief summary of relevant acts:

A. Title VII of the Civil Rights Act (Amended 1972)

This act prohibits discrimination in employment based on a person's race, color, religion, sex, or national origin. All employers with more than 15 employees are affected by this law. It covers all terms and conditions of employment, including hiring, promotions, compensation, terminations, and demotions. Title VII is administered primarily by the Equal Employment Opportunity Commission (EEOC), which has the authority to investigate alleged violations of Title VII but cannot order remedies. EEOC may, however, sue in federal court on behalf of aggrieved individuals or classes of individuals. In addition, persons who file timely complaints may sue on their own behalf or on behalf of a class of similarly situated individuals regardless of EEOC's determination. That is, school boards must not discriminate in employing people based on race, color, religion, sex, or national origin. EEOC also is the enforcing agency of this act.

B. Title IX of the Education Amendment of 1972

This act prohibits school boards from discriminating against a person on the basis of sex in any educational program receiving federal assistance. Schools receive federal assistance; therefore, this act applies to schools as well as any other educational organization. The enforcement agency for this act is the U.S. Department of Education.

C. Executive Order 11246 (as amended)

This law requires federal contractors and subcontractors to include an Equal Employment Opportunity clause in their contracts and subcontracts of $10,000 or more and in all construction projects using federal funds. The clause is a contractual commitment including three basic promises: (1) to refrain from discrimination based upon race, color, sex, religion, or national origin; (2) to take affirmative action to assure that employees and applicants are treated without regard to these factors; and (3) to obey the regulations promulgated by the Labor Department and to permit compliance inspections. Contractors and subcontractors having contracts of $50,000 or more and 50 or more employees are required to prepare a written affirmative action program (AAP). The Labor Department, through the Office of Federal Contract Compliance Programs (OFCCP) which administers the Executive Order, claims the rights to impose remedies for discrimination like those imposed by courts under Title VII, but this claim is disputed by many contractors. In addition, the Executive Order clearly empowers the Secretary of Labor to impose

serious penalties on noncomplying contractors, including contract cancellation or suspension, debarment from future federal contracts or subcontracts, and, in the construction industry, suspension of progress payments.

D. Vocational Rehabilitation Act of 1973

This act prohibits discrimination against handicapped individuals and requires *affirmative action*. Government contractors and employees receiving financial assistance fall under this act. The enforcing agency of this act is the U.S. Department of Labor.

E. Equal Pay Act of 1963 (Amended 1972)

This act prohibits sex discrimination in compensation to employees who perform equal work involving equal skill, working effort, responsibility, and work condition. This act covers all employees who come under the Fair Labor Standards Act, including those otherwise exempt because of their executive, administrative, professional, or outside sales status. The Equal Employment Opportunity Commission (EEOC) is the enforcement agency. EEOC has the authority to investigate alleged violations but cannot order remedies. EEOC, however, may sue in federal court on behalf of individuals or classes of individuals. This law applies to all employees, including teachers, administrators, and clerical and service staff.

F. Age Discrimination in Employment Act of 1967

This law prohibits discrimination against employees between the ages of 40 to 70. The act covers all aspects of employment, including hiring, promotions, compensation, and termination, subject to a few very limited exceptions. It is administered by EEOC, which may investigate and sue on behalf of an aggrieved person or persons. If a timely complaint has been filed, however, aggrieved individuals may sue on their own behalf (and, under certain circumstances, on behalf of others) regardless of EEOC's view of the merits of their claims.

G. Pregnancy Discrimination Act (Amends Title VII)

This law prohibits employment discrimination based upon pregnancy, childbirth, and related medical conditions. EEOC has interpreted the act to mean that pregnant employees and applicants must be treated "the same as persons affected by other disabilities," regardless of cost considerations.

H. Vietnam Era Veterans Readjustment Assistance Act of 1972 (Amended in 1974)

This act is very similar to the Rehabilitation Act. It mandates that federal contracts and subcontracts of $10,000 or more include a clause requiring the contractor not to discriminate against and to take affirmative action on behalf of Vietnam Era and disabled veterans. According to a 1980 amendment, all covered veterans are eligible for the act's protection until 1991. According to Office of Federal Contract Compliance Programs' regulations, applications and employees must be invited to self-identify in order to obtain the act's benefits, and contractors or subcontractors having 50 or more employees and $50,000 contracts are required to maintain written affirmative action programs.

I. Title VII, ADEA (Attorney's Fees)

This and other statutes expressly provide that the trial court may award attorney's fees to the prevailing party. The same result was achieved for other laws (such as Section 1981) by a 1976 Act of Congress, 42 U.S.C. Sec. 1988. In practice, a prevailing plaintiff virtually always gets attorney's fees awarded by the trial court. However, the Supreme Court has held that prevailing defendants (such as employers) should be awarded fees only when the plaintiff's suit was baseless, frivolous, groundless, or brought in bad faith. These are high standards to meet, and in practice only egregious cases have resulted in awards of attorney's fees to prevailing employees. Even then, such awards tend to be of a token nature. Thus, employers have a special incentive to avoid provoking EEO litigation, as defending such cases is expensive and the likelihood of recovering the cost of the defense is very slight.

J. Constitutional Rights

When liberty and property interests are involved, any employee has a right to procedural due process. This is guaranteed by the 14th Amendment of the U.S. Constitution. Employees must be given a hearing and a chance to be represented in case of dismissal. Therefore, school boards should advise the employee of his/her dismissal, give reasons for it, and provide an opportunity to the employee to air his/her case. Any violation of this right is penalized by the law.

The federal nondiscrimination statutes described in Section II form the foundation of Wisconsin's Fair Employment Law and impact all aspects of recruiting and hiring. Care should be exercised in every step of the process. What has preceded are specific suggestions to avoid getting into legal problems as school board members engage in these activities.

Note: Much of this document is directly taken from a presentation by Robert M. Mulcahy, Linda Schmidt, and Kim Gasser, "Compliance Requirements for Equal Employment Opportunity/Affirmative Action Laws for the Public Sector" on February 28, 1989.

Avoiding "Loaded" Employment Application Questions Which May Lead to Discrimination

adapted from a publication of the Wisconsin Department of Industry, Labor and Human Relations

Employers usually and rightfully ask a number of questions of applicants for employment to determine who is best qualified for the position(s) available. Many employers aren't aware that some of the traditional questions they ask might be illegal, or interpreted as discriminatory under Wisconsin's Fair Employment Law, and other laws.

Employers should be aware that, when asking such questions, they may be running a risk of encouraging unlawful discrimination by their agents, or providing evidence which may be used by individuals who later complain of discrimination.

Even when the employer does not use the information in the answers, the questions may have the unlawful effect of discouraging individuals from even applying for jobs for which they may be well-qualified.

The key to lawful employment inquiries is to ask only about those areas that will provide information as to the person's ability to do the job, with reasonable accommodation.

It is equally important to remember, however, that this list is concerned only with the potential *unlawful use* of information. Quite different considerations are involved when the purpose of seeking information is to carry out an affirmative action program. If some of the information discussed here is needed for post-employment purposes, it can be obtained after the applicant has been selected for employment.

The Equal Rights Division believes it serves citizens best when it works with employers, employees, and jobseekers to eliminate discrimination before it occurs, wherever possible. That is the reason for this pamphlet, and various other printed materials the agency makes available to the public.

The Division also is willing to answer employers' and employees' questions, even if posed anonymously by telephone, about interpretations of the anti-discrimination laws and the complaint process itself. Telephone numbers and mailing addresses are listed at the back of this publication. In addition, the Division is willing to provide speakers for educational seminars, at no cost to the sponsoring organizations, as part of this educational effort.

1. **Age? Date of birth?**

   The Wisconsin Fair Employment Law and the Federal Age Discrimination in Employment Act prohibit discrimination on the basis of age. Wisconsin prohibits discrimination on the basis of age against individuals who are age 40 and over, while federal law covers ages 40 through 70. Answers to these questions could be used unlawfully.

2. **Arrests?**

   Wisconsin law prohibits inquiries about *arrest* records. The only *arrest* record that may be considered is one involving a pending charge. A past arrest that did not lead to a conviction should not be given any consideration since the person was not proven guilty.

If an applicant has a pending arrest that is related to the job to be performed, an employer can either suspend judgment until the court decision, if possible, or advise the applicant to reapply when the pending charge has been resolved. An employer should never reject an applicant outright, or discharge an employee, because of a pending arrest.

Federal law does not specifically address arrest records but covers this area when inquiries about arrests tend to exclude members of particular minority groups. (Also see Question 6, Convictions)

3. Available for Saturday or Sunday work?

This question may discourage applications from persons of certain religions which prohibit their adherents from working on Saturday or Sunday. On the other hand, employers may need to know whether an applicant can work on these days.

The Wisconsin Fair Employment Law and Title VII of the Civil Rights Act of 1964 both prohibit discrimination on the basis of religion and require accommodation of a person's religious beliefs and practices. Both laws exempt employers from compliance who can demonstrate that they are unable to reasonably accommodate an employee's (or prospective employee's) religious observance or practice without undue hardship on the conduct of the business.

If a question about Saturday and Sunday work is asked, the employer should indicate that a reasonable effort is made to accommodate the religious needs of employees.

4. Children under 18? Number of children? Age of children? What arrangements will you make for care of minor children?

The purpose of these questions is to explore what the employer believes to be a common source of absenteeism and tardiness. But why explore this area in such an indirect way and in a way which traditionally applies only to women? There are a number of common causes of absenteeism and tardiness which affect both men and women and which would be worthy of exploration if this is a matter of substantial concern to the employer. In the absence of *proof* of business necessity, Title VII and Wisconsin law prohibit employers from having one hiring policy for women with pre-school children and another for men with pre-school children.

5. Citizen of what country?

There are federal guidelines on discrimination because of national origin which contain the following statement: "Because discrimination on the basis of citizenship has the effect of discriminating on the basis of national origin, a lawfully immigrated alien who is domiciled or residing in this country may not be discriminated against on the basis of his citizenship," unless national security requirements mandated by a federal statute or executive order authorize otherwise. State and federal courts have recently declared invalid laws in several states which exclude noncitizens from public employment. Both Wisconsin and federal laws prohibit discrimination on the basis of national origin.

In addition, because this question asked of *which* country the applicant is a citizen, it makes it possible to discriminate on the basis of a *particular* national origin.

6. Convictions?

The Wisconsin Fair Employment Law prohibits an employer from refusing to employ a person with a conviction record unless the circumstances of the conviction substantially relate to circumstances of the particular job. If the application form makes any inquiry about convictions, it should indicate that a criminal record does not constitute an automatic bar to employment and will be considered only as it relates to the job in question. Further, any person who evaluates information concerning criminal records should be given careful instructions regarding the limited ways in which it may be used.

7. Credit record? (Charge accounts? Own your own home? Own your own furniture? Own a car?)

Because minority persons, on the average, are poorer than whites, consideration of these factors by employers has an adverse effect on minorities. Answers are almost always irrelevant to performance of the job in question, so information requests of this nature could probably be shown to be unlawful unless clearly required by considerations of business necessity.

8. Educational background?

While an employer may wish to inquire as to an applicant's educational history, care should be taken that only *clearly job-related education* is considered when a hiring decision is made. While a law degree is necessary for a lawyer, there are no positions where a general college degree is a necessary requirement. Rather than asking about a degree or diploma, consideration should be given to how the applicants can actually demonstrate that they have the skills necessary to function in the job.

Consideration of degrees or formal education in making hiring decisions may be unlawful when there is a disparate impact on some groups, such as minorities, and the employer is unable to show the degree or education is necessary for the performance of the job.

9. Eyes? Hair?

Eye color and hair color are not related to the performance of jobs and may serve to indicate an employee's race, religion, or national origin.

10. Fidelity bond ever refused to you?

This question should only be asked when applicants are applying for a position requiring bonding. Even then the information should be used with care, taking into consideration factors such as the length of time since the refusal and the prospective applicant's current bondability.

11. Friends or relatives working for us?

This question may reflect a preference for friends or relatives of present employees. Such a preference would be unlawful if it has the effect of reducing employ-

ment opportunities for women or minorities. It would have this unlawful effect if an employer's present work force differs significantly in its proportion of women or minorities from the population of the area from which workers are recruited. This question may also reflect a rule that only one partner in a marriage can work for the employer. There is a growing recognition that such a rule hurts women far more often than men and that the rule serves no necessary business purpose.

Under the current interpretations of discrimination on the basis of marital status, it is illegal to refuse to hire someone because that person's spouse works for the same employer. It would *not* be illegal to refuse to hire if one spouse would directly supervise the other, however.

12. Garnishment record?

This question could have a tendency to exclude members of some groups. For example, courts have found that minorities have wages garnisheed substantially more often than whites, and that wage garnishments do not affect a worker's ability to effectively perform assigned work.

13. Handicapped?

The Wisconsin Fair Employment Law defines a handicapped individual as someone who has, or is perceived to have, a physical or mental impairment which makes achievement unusually difficult or limits the capacity to work.

Under this law, an employer is also required to accommodate a handicapped employee's special needs, unless it causes undue hardship to the employer's business.

If the employer makes any inquiry as to a person's health status, the inquiry should be clearly relevant to the work to be performed and employers should make known their willingness to accommodate.

14. Height? Weight?

Some employers impose minimum height or weight requirements for employees that are not related to the job to be performed and which exclude above-average percentages of women and members of certain nationality groups. Weight and height may be a protected handicap under state law.

15. Honesty testing? Are honesty tests required as part of the employment application process?

Hiring decisions may not be based on the results of a polygraph test without the employer considering additional relevant information obtained independently. Wisconsin law further requires the employer to use only one permitted type of mechanical device that visually, permanently, and simultaneously records the person's cardiovascular and respiratory patterns and changes. The applicant must voluntarily submit and the applicant must be so informed both in writing and orally. Questions asked must be related to the person's performance or conduct in past or present employment.

16. Lowest salary will accept?

Women generally have held poorer paying jobs than men and have been paid less than men for the same work. As a result of these past practices, a woman might be willing to work for less pay than a man would find acceptable. It is unlawful, however, to pay a woman less than a male employee who is or was performing the same or similar work.

17. Maiden name?

This is not relevant to a person's ability to perform a job and could be used for a discriminatory purpose. For example, a woman's maiden name might be used as an indication of her religion or national origin. This item also constitutes an inquiry into marital status which is discussed in the next section.

18. Marital status?

The Wisconsin Fair Employment Law specifically prohibits discrimination based on marital status. Marital status is defined as the state of being married, single, divorced, separated, or widowed. It would violate both Wisconsin and federal law, for example, for an employer to refuse to hire a married woman or to pay a married woman less than a married man for the same work because of the belief that a woman's pay represents a second family income while a man's pay does not. Finally, an employer could not refuse to hire a person for any job or for particular jobs because of the employer's beliefs concerning morality, parental or family responsibility, or because that person's spouse already works for the employer.

19. Mr., Miss, or Mrs.?

This is simply another way of asking the applicant's sex and (for women only) marital status, both of which are irrelevant.

20. Pregnant? Planning on having children?

Any employer may not refuse to hire a woman, under both Wisconsin and federal employment laws, because she is, or might become, pregnant. To ask this question only increases the likelihood of the employer being charged with discrimination, even if a decision not to hire was made on some other basis.

21. Prior name?

An employer might ask if a person has used a different name in previous employment so that the employer can check references. Although traditionally only women have changed their names upon marriage, the agent for the employer should be instructed not to make any assumptions about the reasons for the person's change of name.

22. Sex?

Wisconsin Fair Employment Law and Title VII prohibit discrimination in employment on the basis of sex except in the very few instances in which sex may be a "bonafide occupational qualification reasonably necessary to the normal operation" of the employer's business. There are virtually no jobs which can be performed by only one sex.

23. Spouse's name?

To the extent that this question asks for marital status, the comments on marital status apply. A spouse's name may also be used as an indication of religion or national origin.

24. Spouse's work?

To the extent that this question also asks for marital status, the comments on marital status apply. In addition, some employers have been reluctant to hire a woman if that would make her the second breadwinner in the family, while there is seldom any objection to hiring a man if that would make him the second family breadwinner. Such a policy is unlawful under Wisconsin law and Title VII.

25. Widowed, divorced, or separated?

Again, marital status is an illegal basis for a hiring decision. In addition, recent statistics show that many more black than white persons are either widowed, divorced, or separated and that a much larger proportion of women than men *in the labor force* is either widowed, divorced, or separated. Thus, this question has a potential for adversely affecting women and blacks.

The Equal Rights Division also has additional informational materials that explain various aspects of the state's laws prohibiting employment discrimination. The following pamphlets are available:

Wisconsin's Fair Employment Law (ERD-5387)
Employment Discrimination Complaint Guide (ERD-6061)
Harassment Under Wisconsin's Fair Employment Law (ERD-7334)
Pregnancy, Employment and the Law
Unfair Honesty Testing

Questions about employment discrimination should be directed to

P.O. Box 8928
201 East Washington Avenue
Madison, Wisconsin 53708
(608) 266-6860

or

819 North Sixth Street
Room 255
Milwaukee, Wisconsin 53203
(414) 227-4384

This is one of a series of fact sheets highlighting programs of the Wisconsin Department of Industry, Labor and Human Relations. It is intended to provide only a general description, not a legal interpretation.

What Happens Now?

adapted from a publication of the Wisconsin Department of Industry, Labor and Human Relations

I. The Investigation

If you are involved in a discrimination case for the first time, you may have questions about what will happen. This fact sheet is designed to explain the process as clearly as possible.

. . . The first thing the Investigator will try to do with the case is to settle it. A settlement consists of all matters that can be mutually agreed upon by the parties to resolve the dispute. The [Equal Rights] Division [ERD] encourages you to consider settlement possibilities; if a solution that is satisfactory to both parties can be found, settlement is a desirable goal.

If settlement is not possible, the Investigator will begin the investigation. While the investigation is proceeding, it is important that you keep in contact with the Investigator and observe any time limits that are set. At this point, the Complainant (person who filed the complaint) has presented a sworn complaint alleging that illegal discrimination took place. The Respondent (organization or person against whom the complaint was filed) will now be given the opportunity to present the reasons why it does not believe discrimination occurred. Generally, the Investigator will send the first response from the employer (or other Respondent) to the Complainant in order to clarify where the areas of disagreement are. The Investigator will then identify what is at issue in the case and ask for information from both parties to resolve those issues.

After all information has been collected, the Investigator will then issue an initial determination of either probable cause or no probable cause to believe that discrimination occurred. The initial determination is the first step in the administrative process; *a decision of probable or no probable cause does not mean that anyone has won or lost. The standard for determining probable cause is therefore not as strict as the standard for determining discrimination at a formal hearing.* Probable cause means that the Investigator has collected information sufficient to lead a reasonable person to believe that a full hearing on the case should be held. Investigators do not resolve issues of conflicting witness statements; if witnesses provide contradictory information about relevant issues, a finding of probable cause will be made so that the witnesses may testify under oath at a hearing.

If there is an initial determination of no probable cause, the Complainant will be given 30 days to appeal that decision. If a no probable cause finding is not appealed, the case is closed. If there is an initial determination of probable cause, the case will be assigned to a Conciliator for a further attempt at settlement. If settlement discussions are not successful at this point, the case will be referred for a formal public hearing.

II. Burden of Proof

In order to accept a complaint, the Division must first determine that it has jurisdiction. This means that the Complainant belongs to one of the protected classes

defined in the law (age, race, sex, for example) and that the alleged action is covered by Wisconsin's Fair Housing Law, Fair Employment Law, or Public Accommodations Law. The Respondent must then explain the reasons for the action taken. The Complainant may also answer the Respondent's explanation. The Investigator will then make the determination based on the information collected during the investigation.

III. Hearing Process

In many ways an ERD hearing is similar to a trial in court. Each side presents its case by offering the testimony of witnesses and documents as exhibits. The hearing is held before an Administrative Law Judge (ALJ).

The ALJ is a lawyer employed by the Division to be the judge in cases that go to hearing. The ALJ must be an impartial decision-maker; he or she does not represent either party and does not help either party present its case. However, the ALJ may ask questions of witnesses to make sure the basic facts of a case are clear on the record.

The Complainant must present first, by testifying and having other witnesses, if any, testify. The Complainant may also offer documents as exhibits. After the Complainant has presented all the evidence he or she wishes to offer, the Respondent may present a case through testimony of witnesses and through documents. Each side can cross-examine witnesses called by the other side. Legal objections can be raised to testimony and exhibits. If the ALJ decides the objection is valid, the evidence may be excluded from the record.

The ALJ decides the case based only on the evidence brought out at the hearing. Evidence previously submitted to the Investigator will not be considered unless that evidence is defined at hearing by presenting the relevant documents and having witnesses testify to the relevant facts. A record is made of the hearing and is available if the case is appealed to Circuit Court.

The ALJ usually does not decide the case on the day of hearing but will issue a written decision to be mailed to the parties after the hearing.

Each party is responsible for preparing and presenting its own case; the ERD does not provide legal representation for either party. The Investigator does not represent anyone at hearing and will not be at the hearing unless subpoenaed by one of the parties. As stated above, the ALJ is the judge in the case. The ALJ does not assist either party in presenting its case.

The Division does not require that parties be represented by attorney at the hearing. Whether a party needs or would benefit from legal counsel is a different question. Understanding discrimination law and properly presenting a discrimination case can be difficult, and the assistance of an attorney can be helpful in many cases. Should a party decide to seek an attorney, the Division has referral lists of attorneys who work in discrimination law. The list can be used as a starting point when looking for an attorney. The Fair Employment Law allows for the payment of attorney's fees to complainants who receive a decision that they have been discriminated against after hearing. Each party receives written notice well in advance of the hearing telling them the date, time, and place set for the hearing. It is very important for parties to inform the Division immediately if a hearing is set for a day when they cannot attend. It is also very important to begin preparing for the hearing well in advance by obtaining an attorney, if any, and arranging for

witnesses to appear. Last-minute postponements can only be granted under emergency circumstances.

A party may subpoena a witness for the hearing, if necessary. The Division will provide parties with subpoenas to require the attendance of witnesses. The parties are responsible for filling out the subpoenas and seeing that they are properly served (delivered).

Hearings can be held in two types of situations: when a no probable cause finding has been appealed, and when a probable cause finding (either by an Investigator or by an ALJ after a hearing on probable cause) has not been resolved in conciliation. The hearing and its procedures will be similar in these situations. The difference between these situations is in how the ALJ must treat these cases when making his or her decision based on the evidence.

When a no probable cause finding has been appealed, the ALJ will look at the evidence presented at the hearing and decide only whether that evidence establishes probable cause to believe discrimination occurred. If probable cause is found, the case is not over. It will be referred to a Conciliator who will try to resolve the dispute.

When there is a probable cause finding (either by the Investigator or by the ALJ after a hearing on probable cause) and the case is not resolved in Conciliation, there will be a hearing "on the merits," that is, on the main question in the case: was there discrimination? After such a hearing, the ALJ will look at the evidence from the hearing and decide whether the Complainant has proved that he or she was discriminated against. If discrimination is found, a remedy for the discrimination will be ordered.

If the ALJ finds no probable cause is shown by the evidence in a hearing on the issue of probable cause, or that discrimination was not proved by the evidence presented at the hearing "on the merits," the complaint will be dismissed.

Appendix D
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